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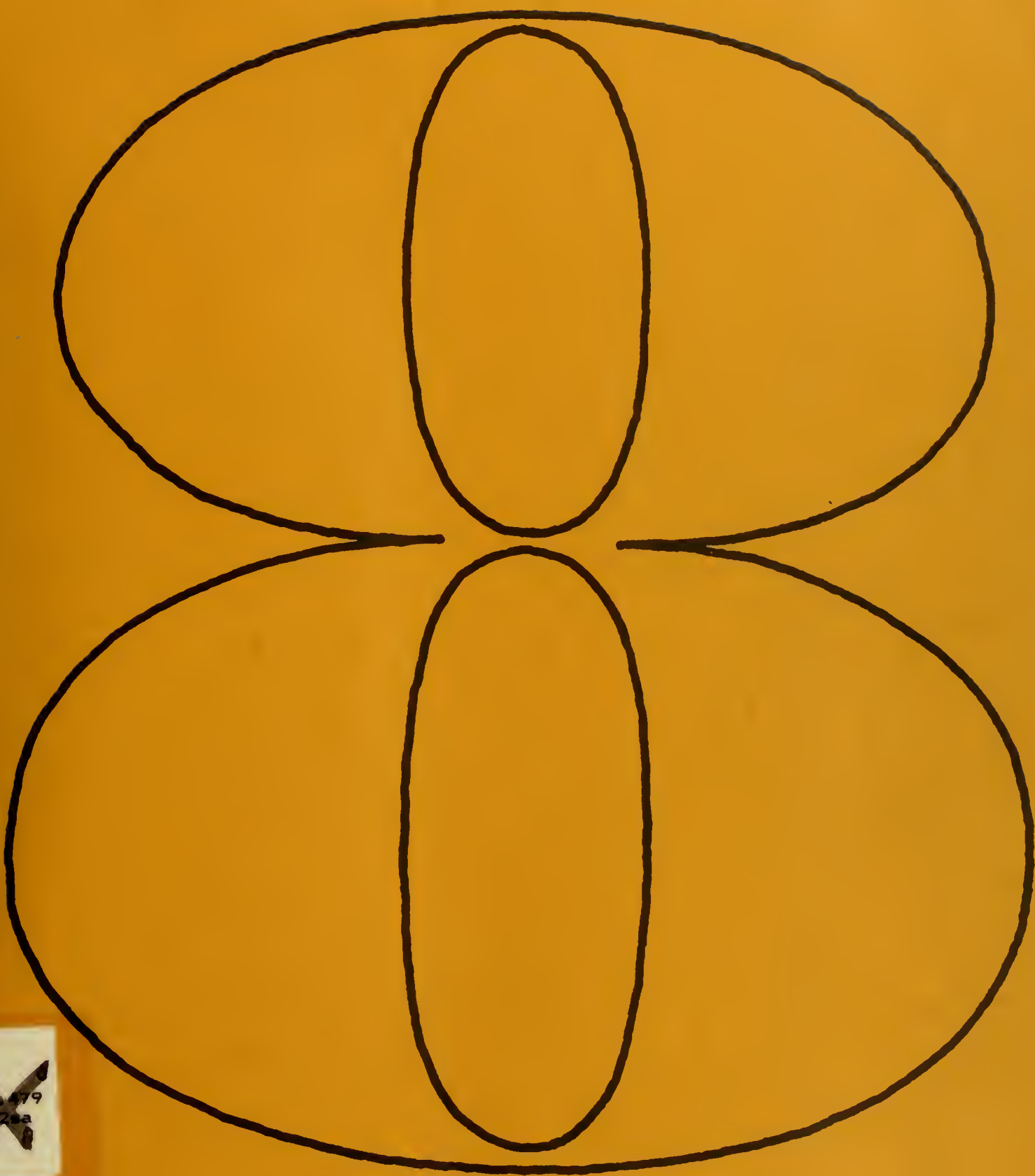
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Preliminary Report No. 8

URBAN DESIGN PLANS

San Francisco Department of City Planning
October 1970

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Plans and Programs*
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*Assistant Director -
Implementation*
Lynn E. Pio
Administrative Secretary

CONTRIBUTING STAFF:

Urban Design

Richard D. Hedman
Project Manager
Robert S. Betts
Lois J. Chale
William J. Duchek
DeWayne Guyer
Arnold P. Hollander
Dennis M. Ryan
Elizabeth A. Seltzer

Graphics

Frank E. Hendricks
*Senior City Planning
Draftsman*
Donald A. Brown
Jean E. Cody
Eda Kavin
Frances R. Lawsing

Typing

Barbara L. Barck
Lenora Lee

URBAN DESIGN ADVISORY COMMITTEE

John Anderson
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PREFACE

Citywide Urban Design Plans is the last in a series of eight preliminary reports for the San Francisco Urban Design Study. It presents, for the purposes of discussion and consideration, proposed urban design guidelines for five elements important to San Francisco's physical form and environment.

These Plans, prepared by the San Francisco Department of City Planning, represent the culmination of an extensive period of study of the city's physical environment. The recommendations described in this report are based on survey work and research presented in earlier preliminary reports, especially those dealing with existing plans, urban design goals, the city's external form and image, and urban design principles.

From the outset, extensive review and public discussion on the findings of the project have been considered a vital element of the work. In this regard, the guidelines and principles recommended in this report have already been reviewed with the Citizens' Advisory Committee to the project. Moreover, to assure a thorough understanding of the project's proposals, additional time has been set aside to review these preliminary recommendations with interested individuals, citizens' groups and community organizations prior to completing the Urban Design Plan for San Francisco.

INTRODUCTION

For many reasons, San Francisco is a special city: It is exceptional by virtue of its unique location at the head of a dramatic peninsula, surrounded by an almost ideal combination of hills, sea, and mountains. Moreover, the city is fortunate because its residents have exhibited pride and vitality from the earliest gold-panning and railroad days to the most recent period of urban life characterized by instant communications, automobiles, and high-rise buildings.

Over the years, San Francisco has been rebuilt several times, and even now the city in certain locations is experiencing rapid changes in physical appearance. Because its charm and character rely heavily on a distinctive combination of hills, small-scaled buildings, and tightly knit blocks of houses, San Francisco is physically fragile. Without careful planning to accommodate change, these unique characteristics which distinguish San Francisco from other great urban centers will slowly evaporate, leaving few opportunities to maintain vital links with the city's past.

High-rise construction, intense traffic volumes and environmental deficiencies are the main symbols of recent physical changes. Each can have an emphatic negative effect on city life. Among them:

Views and historic areas and buildings are threatened as land becomes more scarce and pressure to build becomes more intense. The visual impact of prominent topographic features such as hills is lessened as high-rise buildings overwhelm and hide them.

Tall, massive buildings, out of scale with their surroundings, block views and detract from the visual form of the city.

Freeways and arterials crowd more and more vehicles into residential and commercial areas. With them come the corrosive effects of increased noise, roadway litter, and smog.

Demands for existing and useful public open space increase, not only with the increased amount of building, but also with the increased amount of leisure time. Apartment dwellers need open space the most because their form of shelter seldom provides usable private yards or play areas.

Clearly, in the process of change, San Francisco has a great responsibility, as well as a great opportunity, to make the city an even better place to live. To a large extent, the responsibility lies in channeling and shaping growth by wise, comprehensive plans which will ensure that accomplishments of the past remain distinctive, enjoyable attributes for the future.

For these reasons, the urban design plans that follow have two central purposes: to preserve and protect portions of the city that are distinctive, fragile, and exceptional; and to recommend methods for enhancing sections of the city that do not share in these amenities. The report deals with three basic physical components of the city's form: streets, open space, and buildings.

Urban Design Plans are stated as citywide guidelines in order to accommodate the present period of construction involving notable changes throughout the city. The plans, therefore, are flexible, providing a design approach to the physical problems which result from demands for more buildings, more traffic, and more open space.

The Nature of Citywide Urban Design Plans

This report consists of a series of urban design proposals for consideration by the residents of San Francisco. Recommendations are expressed as urban design guidelines, specific where appropriate but sufficiently general to be applied at the citywide level over a substantial period of time. Citywide guidelines, therefore, provide a basic framework for more detailed urban design plans at the district and neighborhood levels.

In addition, the report looks at the city strictly from an urban design point of view. It deals with the need and potential for improving the city's physical form and environment. While it is recognized that these urban design proposals pose social, economic, and political issues, they are not the focus of this report.

The Plans Presented in this Report

Each of the five plans in this report consider an important aspect of San Francisco's physical form and environment:

1. Open Space and Landscaping. Presents guidelines to improve existing open spaces and indicates where new open space and landscaping are most needed throughout San Francisco.

2. Street Design. Proposes ways to improve the environmental quality of local streets and the visual clarity of major trafficways.

3. The Preservation of Street Spaces. Develops policy to evaluate requests for street vacations.

4. The Height of Buildings. Sets forth guidelines for the height of buildings throughout San Francisco.

5. The Bulk of Buildings. Proposes guidelines which could relate the bulk of proposed buildings to the prevailing scale of existing, nearby surroundings.

While these plans are presented separately, they often are interrelated. For instance, both the height of buildings and the protection of views must be considered in preparing guidelines to deal with the effects of a building's bulk. In this case, a tall building might not interfere with an existing view if its bulk were minimal. By contrast, a massive building might not interfere with the same view if the building were relatively low in height.

It should be noted, finally, that each plan presented in the report stems from a thorough analysis and survey of existing conditions, previous urban design studies, as well as a proposed set of urban design goals and objectives. Each of these factors has been the subject of previous preliminary reports and can be referred to for more detailed discussions of background information.

A FRAMEWORK FOR URBAN DESIGN

Preparing urban design plans requires at the outset a method for organizing and evaluating several important elements which contribute to San Francisco's distinctive form. To aid in this process, a first step was to establish a physical or geographic framework for analysis by dividing the city into several manageable "design units". The existing pattern of natural and man-made forms found throughout the city provided the basis for these delineations. In this way, urban design proposals could be related to a fundamental pattern and evaluated as to whether they reinforce or detract from the city's existing physical form. In relating new proposals to existing conditions, the framework assists the development and application of new designs that would enhance the clarity and variety of the city.

Components of the Framework

The framework has two basic components:

The first is the city's underlying natural base of hills, valleys, ridges, inlets, extensive shoreline, and often dense expanses of landscaping.

San Francisco's unique natural base -- the landscape it is built upon -- is among its most important visual assets. No other city in the world has the same combination of ocean, bay, and hills. Rather than denying the hill forms, San Francisco has enhanced them in many ways. A grid-like pattern of streets, laid like ribbons over many of the city's hills, maximizes and allows dramatic views. Journeys along these streets produce sudden panoramic views, and continually changing vistas. These street views are important attributes, giving people a keener sense of the city's overall visual structure.

The second component is the way in which the city has been developed upon its natural base. Much of the city has been sensitively developed, giving San Francisco a popular image as a city of visual vitality, color and charm. Although development has not always been responsive to either the natural base, to previous building, or to the dictates of good taste, many districts are distinguished by their own remarkable and pleasing local character. Other districts have the potential for doing so, and the design framework provides the guidelines to develop this character in a consistent fashion.

The Use of the Framework

The framework defines visual districts and describes the predominant characteristics of their prominent elements. For instance, a district might be defined by a ridge of hills and a park. Also, it might be described by its prevailing pattern of low buildings. If these characteristics enhance a particular district, they are reflected in the proposals of the citywide design plans. On the other hand, if these characteristics are distractions, they are countered by alternative suggestions.

In addition, the design framework indicates districts by their boundaries and their important points of community activity. Often these two elements alone can visually characterize and typify a district. For instance, a district's edge might be a freeway and its important area of activities might be located along one section of a major street. The citywide design plans acknowledge these important assets and propose guidelines to strengthen their effect in areas where there are weak boundaries and poorly defined areas of activity.

As used here, the design framework outlines the visual potential for defining and enhancing San Francisco. The citywide urban design plans respond to this potential with five sets of specific physical design proposals:

URBAN DESIGN GUIDELINES FOR OPEN SPACE AND LANDSCAPING reflect the design framework throughout the city. The plan indicates those parts of the city's natural base which are presently undeveloped and which might best be protected and preserved as open space. Also, the plan indicates where distinctive changes in types of landscaping or in location of open spaces can visually define one district from another.

URBAN DESIGN GUIDELINES FOR STREETS suggest ways to protect and improve the environmental quality of residential areas through modifications within the street right-of-way. In addition, proposals are made for improving the quality and visual clarity of the arterial streets and enhancing the definition and distinctiveness of residential areas.

URBAN DESIGN POLICY FOR PROTECTING STREET VIEWS AND STREET SPACE considers street views to be essential characteristics of the city's identity and to be useful components for understanding the city's visual framework. Street space is also an important resource for play areas and psychological open space.

URBAN DESIGN GUIDELINES FOR THE HEIGHT OF BUILDINGS

indicate where low buildings should remain to enhance the hill forms of the city or to provide views. The guidelines indicate where taller buildings could be located and enhance the city's present patterns of development.

URBAN DESIGN GUIDELINES FOR THE BULK OF BUILDINGS

reflect the design framework by proposing ways that new buildings can complement existing patterns of development. In this sense, they serve to protect and identify those districts of the city which are well defined by their patterns and size of buildings.

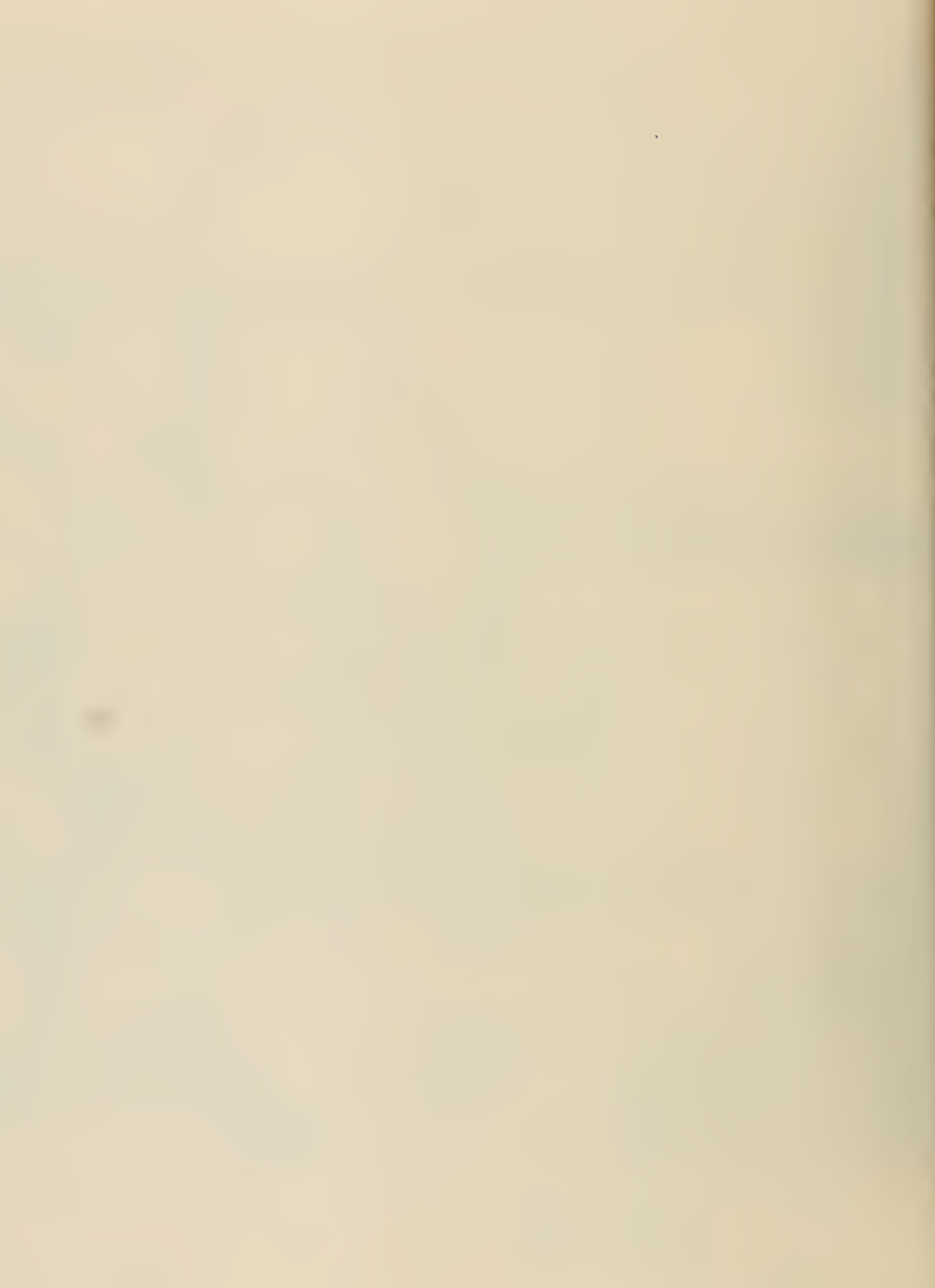


DEFINING ELEMENTS:

- TREES AND VEGETATION
- BUILDINGS
- TOPOGRAPHY
- ROADWAYS

WEAK LINK





PROPOSED URBAN DESIGN GUIDELINES FOR OPEN SPACE AND
LANDSCAPING

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I. PROPOSED URBAN DESIGN GUIDELINES FOR OPEN SPACE AND LANDSCAPING

A. INTRODUCTION

San Francisco is a big city in the midst of a vital metropolitan area. It is located on a magnificent peninsula between the Pacific Ocean and San Francisco Bay. Its hills and parks help give San Francisco a quality that has made it famous as a gracious, desirable place to live.

The bustling boom town of Gold Rush days has given way to a city -- to an urban environment of skyscrapers, color, and excitement of a different nature. The sand dunes, the inland waterways and the mudflats are gone. Houses, streets and shops cover the hills and fields. There isn't much room left to fly a kite or take a quiet walk.

More and more people come into San Francisco each day. People need room to get outdoors. The pavement and buildings of a big city can become oppressive after a while. Relief can be hard to come by. A person can go to the country -- or he can go to a park.

There is something fresh and good about parks, lawns and trees -- even about the ivy planted along a freeway. The city doesn't seem quite so big when something as small and fragile as a flower or a tree can grow in the middle of a busy city. When a person can, for example, take a stroll through a grove of trees every day and have the city and all its vitality too, an urban environment can be a delight.

That's one reason why San Francisco has always been so highly regarded. Parks, playgrounds and landscaping enhance many of its neighborhoods. Views of wooded hill-tops or the water bring a sense of nature into apartments and offices. Some areas have tree-lined streets and carefully tended private yards. Other areas are not so fortunate. Few trees, parks, flowers or lawns relieve the hardness of sidewalks and buildings. These areas of San Francisco are often the most crowded and house the lowest income population. They have a correspondingly great need for landscaping, parks and playgrounds.

This section of the report looks at San Francisco to see how well existing landscaping and open space meet the recreational and visual needs of its citizens. It points out areas where the needs are not met and where there are opportunities for satisfying them. It proposes ways to use these opportunities through application of urban design principles and guidelines.

Although social and economic factors are discussed briefly, the proposals are concerned, first and foremost, with design -- with the ways that, through visual means, San Francisco can be made more attractive and more livable. This work will contribute an urban design viewpoint to the Department of City Planning's ongoing revision of the Recreation and Parks Element of the San Francisco Master Plan.

Throughout this report, reference is made to "open space" and "landscaping". By "open space" is meant any unbuilt-upon land in the city usable for recreation, regardless of whether it is publicly or privately owned. "Landscaping" is any planting, whether public or private. Together, these two elements comprise much of the city's natural environment -- its parks, its urban plazas, its street trees, its private yards. The need for open space and landscaping grows with the city. Only by recognizing and satisfying this need can San Francisco maintain its enviable reputation for beauty and natural amenity among the cities of the world.

B. THE IMPORTANCE OF OPEN SPACE AND LANDSCAPING

From the inception of cities, there has been a recognized need for outdoor recreation space. Early city plans included careful provision of parks and play areas. Now, as cities grow larger, people have to travel farther and farther for outdoor recreation. Open space is usually in short supply in central cities. It has failed to grow in pace with the expanding urban development around it. The country becomes less and less accessible to central city dwellers as the distance between the center of the city and the open countryside increases.

Surrounded by water on three sides, San Francisco's residents are especially restricted in this regard. The provision of landscaping and open space within the central city is thus especially important. A closer look at this importance will show exactly how landscaping and open space function in response to recreational, visual needs and urban design objectives.

The visual importance of open space and landscaping relates strongly to enhancing the quality of the city's residential and working environment. It is directly relevant to attaining stated urban design objectives of strengthening the city's visual structure and strengthening the distinctiveness and visual order of the city's districts.

Open space and landscaping's recreational importance relates to urban design objectives of offering all citizens the chance to live and work in a desirable environment and to use the city's natural setting and existing urban development to the greatest advantage.

People's response to open space and landscaping design is the primary determinant of success in meeting urban design objectives. The nature of response to the two types of functions performed by open space and landscaping are quite different.

Visual urban design functions elicit relatively simple responses. The open space or landscaping conveys visually perceptible information about the surrounding area. A person may, for example, know that when he reaches Golden Gate Park he is halfway home.

Recreational urban design functions, on the other hand, elicit more complex responses. The design of open space and landscaping must convey information that invites people's use. The uses intended must be appropriate to the recreation needs of the people who live or work nearby.

The following section describes the specific visual and recreational urban design importance of open space and landscaping in a city in terms of their functions -- their usefulness to the people of San Francisco.

1. Visual Urban Design Functions of Open Space and Landscaping

An easily perceptible system of landscaping and open space development, carefully related to San Francisco's street system, can aid in pedestrian and motorist orientation by clarifying relationships among the city's various districts. Such a system can help define district boundaries and contribute to distinctive district character, thus making the city's overall organization more readily understood.

Major through streets, for example, often form district boundaries. These streets can be identified by special landscaping to tell people when they have reached the edge of a district -- a major trafficway that can take them quickly to other parts of the city. Parks and playgrounds are also easily identifiable reference points.

Open space and landscaping are valued as providing visual relief -- a change of texture, scale and color from the surrounding city. They can give a sense of life to otherwise static areas. People associate natural, planted areas with many positive things -- with growth, with the country. Open space and landscaping are generally considered beautiful assets to neighborhoods and to the city. In addition, open space and landscaping can help reduce the visual effect of massive buildings and intensely urbanized areas to a more "personal" scale and texture. This is especially important in activity centers -- commercial streets, office areas, areas of the city with large concentrations of people.

In such areas, landscaping and open space play an especially important part in upgrading environmental conditions. Planting is effective in filtering dust particles and unpleasant odors from the air. It can mask the glare of lights. To some degree, it can be designed to absorb sound.

Landscaping and open space can increase residents' sense of identification with sections of the city. Residents of easily identifiable city districts tend to take pride in their areas -- to feel that they stand out from other areas. The Street Livability Study showed, for example, that residents on Dolores Avenue are especially proud of their street and feel it is highly regarded by the rest of the city. Because its median is planted

with large palm trees, Dolores Avenue has a special identity in San Francisco. The importance of this special identity is reflected in the pride of the street's residents.

The presence of open space or landscaping often shows a direct relationship to the quality of an area's environment. Parts of San Francisco that are well-landscaped or have parks, playgrounds or other open space tended to rate high in the Urban Design Study's Quality of the Environment Survey. Property values and the quality of home and yard maintenance were also high.

2. Recreational Urban Design Functions of Open Space and Landscaping

For many people in the city, especially for old people, teenagers, mothers and young children, parks and playgrounds are some of the only places to get outdoors or away from home and meet other people. Old people are often tied close to home by physical immobility and cannot maintain active social ties. They often live alone in the city and lack the comforts formerly provided by closely knit family life. Teenagers are at a stage where they need a life apart from their families. Peer group recognition is very important and the degree to which they are "independent" of the influence of home and parents is sometimes used as a measure of their "maturity" in the eyes of their peers. Many apartments or houses in the city are also too small to permit teenagers much-needed privacy. Mothers' social lives are limited by the demands of their children. A trip to a park or playground where the children can play is a good way for mothers to meet one another and visit away from home.

For many people in the city, public open space provides the only place to play or engage in other active, outdoor recreation. Most people in densely populated sections of the city do not have yards. Many people cannot afford commercial recreation or to travel long distances to get to public parks or playgrounds. Approximately 30 percent of San Francisco's population lives on incomes of or below \$5000 per year. Mobility is further limited by age or young children.

The survey of park users in San Francisco shows that 32 percent of the people interviewed in the city's parks have no usable yard, garden or balcony at home. If a yard does exist, it is often not suitable for active play or sports. If children want to play outdoors, they must use the streets, or public parks and playgrounds.

Finally, some people use parks as a place in the city where they can get away, alone, to think and relax. Open space in these instances acts as an insulator -- as a buffer between people and the activity of the city.

C. THE NEED FOR OPEN SPACE AND LANDSCAPING

A major step toward setting priorities for more open space and landscaping is to determine where in the city the areas of greatest need are located. This factor plus social and urban design indicators are evaluated in this section as means of showing which areas presently deficient in open space and landscaping need it most. Another important consideration, existing resources, is discussed in the following section.

1. Current Distribution of and Access to Open Space and Landscaping

Open space and landscaping in San Francisco assume many forms and scales -- from large parks to small, carefully manicured yards; from Federally owned land to private patios. These resources must be examined in terms of size, type, distribution throughout the city and accessibility. Consideration of the areas served by each type of open space -- their areas of access -- gives a clearer picture of where deficiencies exist.

a. Distribution

Open space and landscaping does not have to be publicly owned to fulfill an urban design role in the city. Homeowners who have carefully tended flowers, shrubs and trees, as well as public planting and open space, help give a strong landscaping pattern and sense of nature to the city. In Pacific Heights, at the Women's College of San Francisco, and at Mt. Saint Joseph, for example, private initiative has been taken in planting and maintaining yards and trees.

Larger open spaces, publicly and privately owned, are concentrated primarily in the western and southern parts of the city. Smaller open spaces are more widely distributed. The extent of this distribution, however, is somewhat deceptive. Many open space areas, such as the waterfront and other public lands, are not used to their fullest advantage. Privately owned lands that contribute to the city's open space resources are often eventually developed for other purposes and thus removed from public use.

Privately owned open space nonetheless plays an important, functional role in San Francisco. If accessible to the public, as are, for example, Mt. Sutro, Crown-Zellerbach

Plaza and many vacant lots throughout the city, the open space may serve the needs of a large number of people. Commercial streets, such as Union, Polk, and Grant Avenue offer residents a specialized form of outdoor recreation -- walking and window shopping.

For the purpose of analysis, existing public open space can be grouped into four major categories: (1) regional and citywide parks and recreation areas; (2) district parks and recreation areas; (3) community playfields and recreation centers; and (4) neighborhood parks and playgrounds.

Each property owned by the Recreation and Park Department in San Francisco was assigned one of these classifications based upon its use, facilities, size and area served. Size, however, was not considered as important a determinant as were use and existing facilities. Some citywide recreation and park areas, for example, are considerably smaller than many district and community recreation facilities. A brief description of each category is noted below.

- (1) Regional and Citywide Parks and Recreation Areas: Recreation and park areas in this category attract users from throughout the city and metropolitan region. Many are areas of historical significance or are situated to offer unusual views. Each has some unique features that set it apart from other city parks. The range in size extends from one acre at Seal Rocks to 994 acres at Golden Gate Park.
- (2) District Parks and Recreation Areas: These are generally major open spaces, serving more than one community in the city. All areas in this category are larger than ten acres and contain facilities for active recreation and organized sports such as baseball, basketball, tennis and swimming.
- (3) Community Playfields and Recreation Centers: These areas primarily serve residents of a single community. Size ranges from one to ten acres. They provide facilities for active recreation and team sports. Several have indoor recreation



AL OF CITY PROPERTY
 RT. LEASE
 CITY PROPERTY

PW: PUBLIC WORKS
 F: FIRE DEPT
 H: PUBLIC HEALTH
 W: WATER DEPT
 M: MUNICIPAL RWY
 B: B & RT
 PH: PUBLIC HOUSING
 R: RECREATION & PARK
 S: SCHOOL DISTRICT
 PA: PORT AUTHORITY
 RA: REDEVELOPMENT
 O: OTHER

EXISTING OPEN SPACE

PRIVATE OWNERSHIP

FEDERAL OWNERSHIP

STATE OWNERSHIP

CITY OWNERSHIP



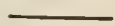
CITY AND COUNTY OF SAN FRANCISCO
 SAN MATEO COUNTY



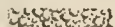
PUBLICLY PLANTED AND MAINTAINED:



STREET TREES

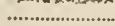


STREET LANDSCAPING



LANDSCAPED AREAS

PRIVATELY PLANTED AND MAINTAINED:



STREET TREES



LANDSCAPED AREAS



HIGHLY VISIBLE LANDSCAPING

EXISTING STREET TREES AND LANDSCAPED AREAS



facilities with basketball, volleyball, and other athletic activities.

- (4) Neighborhood Parks and Playgrounds: These parks and playgrounds are used predominantly by residents of adjacent neighborhoods. They are generally less than one acre in size and do not include facilities for organized athletics. Many are playlots for small children or small neighborhood parks.

b. Accessibility

The recent Okamoto/Liskamm survey of open space conditions in San Francisco contained information of value in establishing the range of access to existing open space. The interview survey included the following questions relevant to accessibility:

- (1) Where did you just come from, before you came to the park?
- (2) What is the nearest street intersection to that place?
- (3) How did you get here? (walk, car, cycle, bus, etc.)
- (4) How long did it take you?

Parks in all four open space classifications were surveyed. Based on information from the interview survey, the following profile can be drawn to help determine the time and distances users are willing to travel to each type of park or facility:

For regional and citywide parks: users come to the park by car, public transit, and on foot, generally from within a 3.6 mile radius of the park, or 20 minutes travel time.

For district parks: users come by car and on foot, from a 0.6 mile radius, and are willing to spend 10 minutes traveling to the park.

PACIFIC OCEAN

THE SAN FRANCISCO BAY



REGIONAL/CITYWIDE	✱	10
CITYWIDE	✱	10
DISTRICT (Major)	●	10
DISTRICT	★	7
COMMUNITY	★	5
NEIGHBORHOOD	●	5

ACCEPTABLE
WALKING
TIME

AREAS OF
THE CITY
EXCEEDING
ACCEPTABLE
WALKING TIME
TO OPEN SPACE

OPEN SPACE ACCESSIBILITY



For community parks: users come by car or on foot, from within a 0.3 mile radius, and will spend 5 minutes traveling to the park.

For neighborhood parks: users come on foot, from within a 0.2 mile radius, and will spend 5 minutes traveling to the park.

By locating parks on a map according to these classifications and plotting the access radii for their maximum walking distance, an idea can be formed as to which parts of San Francisco are adequately served by existing open space and which are not. Clearly, citywide and regional parks attract users from greater distances. People use many means of transportation to get to them. These parks, however, are for the most part specialized, serving special citywide and regional needs as well as the needs of the community. San Francisco actually has sufficient numbers of citywide open spaces, although McLaren Park and the waterfront need improvement. The people interviewed indicated a more critical need for smaller, local parks, and other open space facilities. Ideally, "adequate" service would imply that all residential areas would have good access to parks in more than one classification. This, however, is not the case. Many areas have access to no open space at all, especially in the east and south central parts of the city. Others have good access only to one type of facility, possibly to a playlot serving the needs of only a part of the area's population. All in all, parks and recreation facilities seem to be scattered about in an irregular fashion, located predominantly in middle-income, low-density areas, and absent in many areas of need.

2. Priorities

Determination of what areas should receive new open space and landscaping first is a complicated process. It involves the consideration of many alternative actions within the context of a variety of situations. For example, the need to protect lands for park purposes that might otherwise be lost for open space use may dictate the shift of funds from deferrable improvements. Alternative actions may range from the development of many small "street parks" as opposed to a single large park, to improving access to existing parks from areas deficient in open space. The

feasibility of any of these alternatives may hinge upon availability of land, public support, and Federal financial assistance.

The development of a detailed program for open space additions and improvements will be a part of ongoing studies by the Department of City Planning to revise and update the Open Space and Recreation Element of the City's Master Plan. This study, therefore, does not attempt to develop specific priorities. It concentrates instead upon outlining general criteria and policies to guide priority assignment.

The following analysis indicates where open space and landscaping are most needed. An examination is made as to where people most need open space and as to how the pattern of this need relates to accessibility of existing open space. Areas of environmental and design deficiencies that can be ameliorated by landscaping are also described. The convergence of these factors suggests where new open space combined with landscaping could have optimum effectiveness.

Areas where opportunities exist for new landscaping and recreational open space development and for improvements to existing open space and landscaping are described following the examination of needs and deficiencies. The coincidence of needs with opportunities for their fulfillment indicates areas with the most promising possibilities for immediate action.

a. Indicators of Recreational Need for Open Space and Landscaping

The indicators used to determine open space need were population density and age of residents, and distribution and accessibility of existing open space.* Areas of San Francisco having high population density and large concentrations of children and old people with poor access to open space can be considered to have an especially great need.

Some parts of the city have higher concentrations of children and old people than do others. In these areas, there is a special need for open

*A more detailed study now being conducted by the Recreation and Park Department will consider additional factors. The study is concerned both with facilities and with program needs.

space within walking distance of people's homes. Children and elderly people are generally the least mobile. Adults and teenagers often have access to cars, can use public transportation, or can walk longer distances to get to public open space and recreation areas.

At different ages, people also require different types of open space facilities. Children need room to run, to play games, to have adventures. Old people need places to walk in the sun, to sit and talk or watch, to play milder sorts of games.

"High" concentrations of old people are defined here as those areas of San Francisco having 16 to 34 persons aged 65 and older per 100 population (from 1960 Census data); the city average is 13. "High" concentrations of children are defined as those areas having more than 12 elementary school students per city block (from school district enrollment figures).

Areas of San Francisco with high concentrations of both children and old people that have no open space within a ten-minute walk of their homes include portions of the Mission district, the Inner Richmond, Chinatown, North Beach and South of Market.

With lower, urban population densities, the need for public open space is reduced somewhat but is by no means eliminated. The public need is for playfields or other facilities for older children.

A "high" population density is considered to be more than 60 persons per gross acre (the city average is 24.6). Areas with high population density and poor access to open space in San Francisco include parts of the Mission, the Western Addition and the northeast part of the city.

b. Indicators of Urban Design Need for Open Space and Landscaping

Urban design needs for open space and landscaping are based upon the degree to which specific parts of the city lack existing open

space and landscaping or have deficiencies in the quality of their environment. Where the design framework is poorly defined and where districts have a poor sense of nature, low visual interest and lack good views, the need for open space and landscaping increases.

A clear idea of the extent of a district -- of the territory -- enhances a sense of identification with it. In many parts of San Francisco, districts are not well-defined. Open space and landscaping can lend strength to poorly defined areas. A change in the size or design of street planting, for example, or a large park cutting across the street pattern, can make districts more distinct.

Similarly, open space and landscaping can be used to strengthen the internal character of city districts. Many lack the features that could distinguish them from surrounding areas. Use of different types of street planting, parks, playgrounds, and street right-of-way modifications to build a special "personality" for each city district is one means of accomplishing this distinction.

Landscaped streets are important attributes in residents' perception of neighborhood quality. If a street is landscaped, it looks more cared for. If there is no nearby open space, street trees are a compensation. If the street lacks interesting buildings and offers no views of merit, trees and other landscaping materials provide pleasing relief and visual interest. The Quality of Environment Survey revealed that streets with low ratings for "Presence of Nature" had a high correspondence with those areas of the city with high population densities and poor access to open space -- precisely those areas with the fewest street amenities need them the most.

c. Priorities: Summary

High priority should be given to areas deficient in open space and characterized by high concentrations of the very young and the very old. Next in importance should be those deficient areas with concentrations of the

very young or very old. In both cases, lower income areas with the same characteristics should be served first. Residential areas of the city deficient in open space and characterized by a poor sense of nature and visual interest, particularly those with high population densities, should be given high priority for public landscaping along streets and around public facilities. Generally, the more extensive the indicated area of deficiency the more severe the need for additional open space.



SOCIAL INDICATORS OF OPEN SPACE NEED

CHILDREN ESTIMATED 12 OR MORE ELEMENTARY SCHOOL CHILDREN PER BLOCK
 ELDERLY 16-34 PERSONS AGE 65+ PER 100 POP City Average 13
 HIGHEST DENSITY 120-179.9 PERSONS PER GROSS ACRE City Average 24.6
 HIGH DENSITY 60-119.9 PERSONS PER GROSS ACRE

Sources Unified School District and U. S. Census 1960



AREAS EXCEEDING ACCEPTABLE WALKING TIME TO OPEN SPACE
 PLUS HIGH CONCENTRATION OF CHILDREN
 PLUS HIGH CONCENTRATION OF ELDERLY
 PLUS HIGH POPULATION DENSITY

AREAS IN CRITICAL NEED OF OPEN SPACE *

*SOCIAL INDICATORS OF OPEN SPACE NEED COINCIDING WITH AREAS EXCEEDING ACCEPTABLE WALKING TIME

----- EXISTING OPEN SPACE INADEQUATE IN SERVICE AREA



DESIGN INDICATORS FOR IMPROVEMENT OF STREET AMENITIES

BELOW AVERAGE PRESENCE OF NATURE
 BELOW AVERAGE PRESENCE OF NATURE, QUALITY OF VIEW AND VISUAL INTEREST



DESIGN INDICATORS FOR REINFORCEMENT OF CITYWIDE FRAMEWORK

EXISTING
 POTENTIAL
 CONCEPTUAL CITYWIDE DESIGN FRAMEWORK
 NATURAL OPEN SPACE DEFINING FRAMEWORK
 TREES AND VEGETATION DEFINING FRAMEWORK
 WHERE NEW OPEN SPACE/MASSIVE LANDSCAPING COULD REINFORCE FRAMEWORK

D. MEETING THE NEED

In San Francisco, many opportunities exist for meeting open space and landscaping deficiencies. Existing facilities can be improved and existing privately owned open space can be acquired to provide more usable and enjoyable landscaping and recreation areas.

Many of San Francisco's existing parks and playgrounds can be improved. They are not presently living up to their fullest potential value to the communities around them. Some have few facilities and minimal landscaping relative to their size. Some are difficult to reach by public transit. Others are not easily visible from the city's roadways and the route to gaining access to them is not clear. One neighborhood play area is pretty often the same as the next. There is a lack of variety among the facilities and design of many parks and playgrounds.

Several large City-owned parks offer especially notable opportunities. McLaren Park, for example, has thus far been developed with only minimal landscaping and recreation facilities. Although second only to Golden Gate Park in area, it is not easily visible from the surrounding area and is not adequately served by public transit. McLaren Park represents a strong potential for development as a citywide park in an area of San Francisco that presently lacks such facilities.

Bayview Hill Park is also in need of improvement. From the top of Bayview Hill, remarkable panoramic views can be enjoyed of the waterfront, the downtown, the East Bay and the Peninsula. Bayview Hill Park, however, is very difficult to reach. The entrance to the park is obscure and ill-marked. Parking is on a glass-strewn, dirt area at

the end of a road. The uninformed visitor is unsure whether he is entering a city park or trespassing on private property. No facilities of any kind have been built. An anticipated increase in housing near the park makes the need for improvement even more urgent. These parks are only two examples. Other, smaller parks throughout the city are in need of more modest improvements that could make them much more usable and greater visual assets to the areas around them.

Although few large sites are vacant and available for recreational development, many opportunities exist throughout the city for acquisition of new open space and landscaping. Large-scale development, where possible, supplemented by neighborhood parks and play areas and more advantageous use of street space and commercial areas, would significantly add to the city's open space resources.

Some of the most important opportunities for new open space occur in the eastern half of the city in predominantly industrial areas near or along the waterfront. The Northern Waterfront and South Bayshore Plans present proposals and programs for their development. These include a major Bay-front park immediately east of Candlestick Park, a park on the water at India Basin, and plazas, promenades and sitting areas along the waterfront from Fisherman's Wharf to the Ferry Building. The San Francisco Port Commission is currently exploring other opportunities for public open space near the Bay on its lands south of the Ferry Building. Opportunities exist at China Basin, Central Basin and Twenty-fourth Street.

The Southern Pacific rail yards north of Potrero Hill offer a unique potential for the development of new open space. Such development might occur in conjunction with new residential and other building in air rights over the rail yards.

The need for new open space is often greatest in areas of San Francisco where little vacant land exists. Where it is not feasible to find large pieces of vacant land for citywide or district parks, small parcels could be acquired or leased for use as neighborhood parks and playgrounds. Small lots creatively developed can provide exciting places for small children to play, explore and invent their own games. Small lots near interesting activity can be made into pleasant places for mothers and the elderly to sit, talk, and watch events around them. There are many lots throughout San Francisco that can be used in this way.

When new development occurs, such as redevelopment of the Regal Pale Brewery property in the Mission district, new open spaces can be provided as part of the project.



EXISTING OPEN SPACE AND STREET SPACE

◀ IMPROVE ACCESS/CIRCULATION TO PARK

★ IMPROVE PARK FACILITIES/ENVIRONMENT

▲ STRENGTHEN OVERALL VISIBILITY OF PARK

— INCREASE COMMERCIAL RECREATION QUALITY OF STREET

- - - ALLEYWAY MODIFICATION FOR LANDSCAPING

POTENTIAL NEW OPEN SPACE/LANDSCAPED AREAS

○ SUITABLE VACANT OR UNDERUSED LAND *

□ OPPORTUNITY IN POTENTIAL NEW DEVELOPMENT *

- - - PATHWAY

*SIZE OF SYMBOL IS RELATIVE TO SIZE OF THE POTENTIAL AREA.

OPPORTUNITIES FOR OPEN SPACE & LANDSCAPING



The Department of City Planning's proposed Improvement Plan for Residence identifies potential sites for residential development throughout San Francisco. Open space should be included as a part of site development wherever feasible.

The City's street system offers many opportunities for landscaping and recreational use. Commercial streets such as Union Street and Grant Avenue provide a unique kind of outdoor recreation. Many people visit these streets simply to walk and enjoy the varied window displays. Many other commercial streets have a similar recreational potential. Enhancement of these streets through landscaping and provision of sitting areas and other amenities would increase their use and attractiveness for this purpose.

When the size of trafficways exceeds traffic needs, sidewalks can be enlarged to create small sitting and play areas. There are many such opportunities throughout the city, notably in the Sunset district. Streets do not always have to be closed to be used for recreation purposes if traffic is sufficiently controlled or limited. Hotelling Place in Jackson Square is an example of possible treatment. Similar alleyways in Chinatown and South of Market might provide useful open space to residents if similarly considered.

The key to realizing these opportunities for new and improved open space lies not only in their acquisition, but also in their imaginative design.

The urban design principles and guidelines which follow should assist in the selection and detailed design of open space and recreation facilities. In this sense, the design principles and guidelines point out the important types of considerations which must be made to make an open space a success -- not just for the privileged few who live nearby, but for all members of the city.

1. Existing Urban Design Principles

The most relevant existing urban design principles are contained in the Recreation and Park element of the City's Master Plan. While the eleven principles presented there are quite general, they have a number of contributions to the design and location of parks and recreation facilities. The first six present criteria for the location and types of activities for different types of parks; for example, one such criterion indicates that playgrounds in the community areas of the city should be available within 1/4 to 3/8 mile of every residence. Of the remaining five principles, one deserves special comment. This is the parkways principle, which states:

Parkways, scenic routes of travel developed as elongated parks with a roadway limited to passenger-carrying vehicles and to which abutting property has no right of access, should be developed wherever possible to link together the various parks and viewpoints throughout the city.

Sunset Boulevard is the city's best example of this principle. The open space and landscaping provided by this type of design serves many different users. On one hand, the parkway provides spaces for neighborhood recreation; Sunset Boulevard even has bicycle paths which connect Golden Gate Park to Lake Merced. On the other hand, the boulevard provides a safe journey for motorists, one filled with pleasant vistas of natural landscape -- a refreshing contrast to the more usual scene of uninterrupted buildings found along other major routes. Lastly, the parkways design principle makes streets distinctive elements in major views of the city. By their very form and color, parkways serve an even more widespread group of users, giving residents and visitors alike a strong sense of a principal element in the city's physical structure.

2. Urban Design Principles for Open Space and Landscaping

At present, then, existing principles for this area of urban design concern do contribute to improving the city's environment. However, they are not specific enough to form a basis for decision-making at a detailed level. As a result there are design problems with some types of open spaces: some are inaccessible but have good facilities; others are accessible but have inadequate facilities.

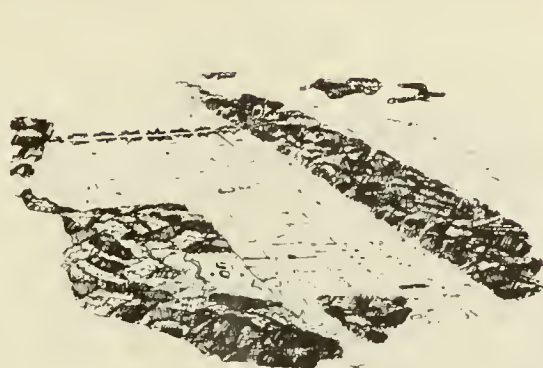
Many parks and open spaces in San Francisco are successful. Generally this success is due in part because they are designed to be easy to find and provide facilities for popular activities. The question then becomes, "how can other open spaces be made usable, enjoyable and accessible?" The answer lies in part in the design principles which follow. These "design rules" indicate ways to make open space and landscaping more visible, more attractive and more usable. Stated another way, they indicate design effects which will invite people to enter, to enjoy themselves and then want to return.

URBAN DESIGN PRINCIPLES FOR OPEN SPACE AND LANDSCAPING

1 THE CITY'S OVERALL VISUAL STRUCTURE CAN BE STRENGTHENED AND ENHANCED BY USING LARGE-SCALE PLANTING IN THE LANDSCAPING OF STREETS, OPEN SPACES AND PRIVATE PROPERTY.

COMMENT A: Much of the citywide urban design framework is defined by heavily planted open spaces or developed areas. The Richmond district, for example, is clearly defined by landscaping in the Presidio, Lincoln Park, and Golden Gate Park. The district is further divided by Park Presidio Boulevard into east (inner) and west (outer) sub-districts.

COMMENT B: The city's framework can be strengthened by increasing the amount of landscaping in selected areas as Corona Heights or Potrero Hill.



A



B



B

2 OPEN SPACE AND LANDSCAPING CAN GIVE NEIGHBORHOODS AN IDENTITY, A VISUAL FOCUS AND A CENTER FOR ACTIVITY.

COMMENT A: Because its planted median is lined with large palm trees, Dolores Street has a special identity in San Francisco. This character is reflected in the attitudes of its residents.

COMMENT B: Mission Dolores Park and Union Square are examples of how an open space can become a center for activity while contributing to the surrounding area's identity.



A



B

3 IF CLEARLY VISIBLE TO MOTORISTS AND PEDESTRIANS, OPEN SPACES AND LANDSCAPED AREAS CAN ACT AS ORIENTATION POINTS AND CAN CONVEY INFORMATION ABOUT THE PRESENCE OF RECREATION SPACES.

COMMENT A: Because Buena Vista Park is visible from many parts of San Francisco it is often used as a point of reference. The green foliage, in contrast to the surrounding developed areas, gives a clue that recreational space may be located there.

COMMENT B: If their landscaping were visually distinctive, many open spaces could become more useful as orientation points and recreation areas.



A



B



B

4

IN LINKING LARGER OPEN SPACES TO NEIGHBORHOODS, LANDSCAPED PATHWAYS CAN PROVIDE VISUAL AMENITIES AND OPPORTUNITIES FOR RECREATION.

examples of an open space "system" that links parks and open areas to one another are the roadside landscaping of Park Presidio and Sunset Boulevard, and the connections of Mt. Sutro, Twin Peaks, Laguna Honda and Glen Canyon. Such linkages can be extended to other parts of the city.

COMMENT B: Connecting Mission Park to Mission Playground with an easily seen, landscaped pathway along 19th Street can increase the value of the two open spaces.



A



B

5

OPEN SPACES AND LANDSCAPING DESIGNED TO REFLECT NEIGHBORHOOD VALUES AND CHARACTER CONTRIBUTE TO LOCAL PRIDE AND ENCOURAGE THE MAINTENANCE OF PRIVATE PROPERTY.

COMMENT A: The flowering street trees on Edgewood Avenue establish a landscaping theme which is part of the neighborhood's identity. Other opportunities exist where landscaping can be used to establish a neighborhood theme.

COMMENT B: Open space that contains facilities desired by the residents, and, when possible, designed with local participation, is more likely to be frequently used and cared for by local residents.



A



B

6

LANDSCAPING AND SMALL OPEN SPACES IMPROVE THE ENVIRONMENTAL QUALITY OF NEIGHBORHOODS AND WORKING AREAS.

COMMENT A: Areas having a low quality of environment often can be improved with the addition of landscaping along the streets, in yards and in nearby vacant areas.

COMMENT B: Often, landscaping can effectively screen residences from commercial and industrial areas. It upgrades the environment, for example, by reducing the glare of lights at gas stations, parking lots and industrial storage areas.



A



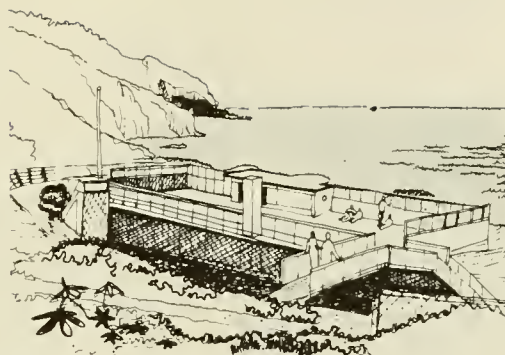
B

7

OPEN SPACE AND LANDSCAPING CAN BE BETTER USED IF ENVIRONMENTAL FACTORS ARE CONSIDERED IN THEIR DESIGN.

COMMENT A: Windbreaks can make open spaces more pleasant and usable in windy areas. The sunning area provided at Phelan State Beach is a good example.

COMMENT B: Quiet areas of parks can be protected from the noise of traffic if well screened by berms, densely landscaped barriers or splashing water.



A



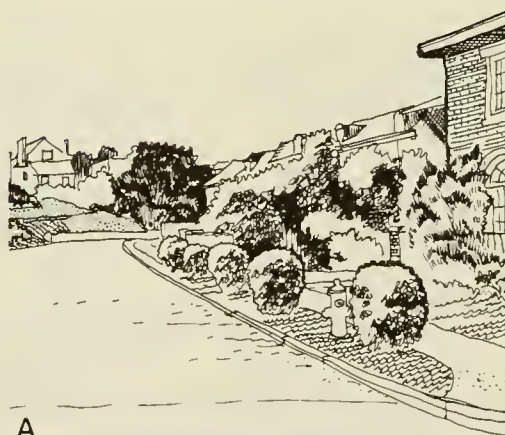
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8

PRIVATE LANDS THAT ARE LANDSCAPED OR DEVELOPED AS OPEN SPACES CONTRIBUTE TO THE VISUAL QUALITY OF THE CITY.

COMMENT A: Private landscaping efforts have improved the visual quality of many San Francisco neighborhoods.

COMMENT B: As the city becomes more built-up and acquisition of public open space more difficult, privately developed open spaces increase in importance. Plazas such as found at the Standard Oil Building or Walton Square are good examples of privately developed open space.



A



B

9

WHEN THEY ARE NOT NEEDED FOR TRAFFIC OR THEY ARE LARGER THAN REQUIRED, STREETS CAN BE MODIFIED TO PROVIDE USEFUL OPEN SPACE AND LANDSCAPING.

COMMENT: Streets too steep for much auto traffic can often be creatively landscaped into unique open spaces. Wide streets can be narrowed or necked-down at the intersection and appropriately landscaped to provide usable sitting areas and visual amenity. Octavia Street in Pacific Heights is a good example.



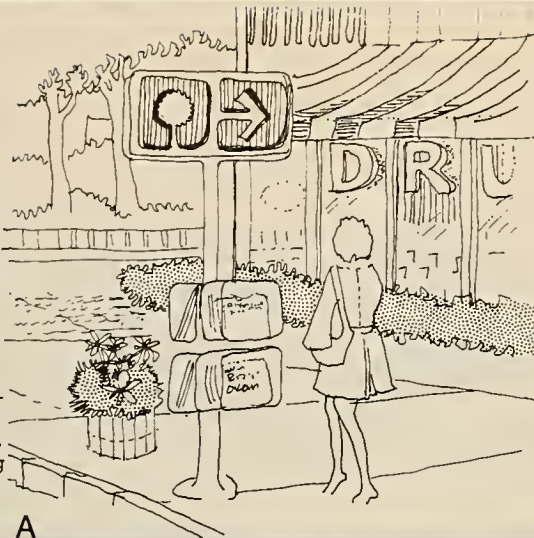
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IMPROVED AND DIVERSIFIED TYPES OF PUBLIC ACCESS CAN INCREASE THE USEFULNESS AND VALUE OF PARKS.

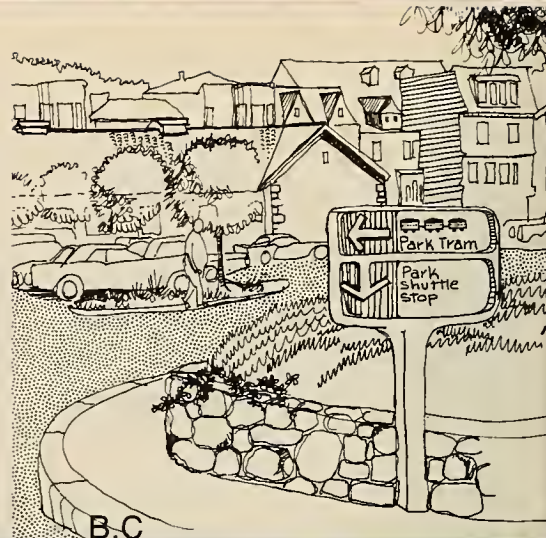
COMMENT A: Access for pedestrians and motorists may often be improved by clarifying the route to parks with adequate signing or defined walkways.

COMMENT B: Low-fare park shuttle buses could be used to increase park access and also to connect some parks with other citywide recreation, cultural and commercial developments.

COMMENT C: Peripheral parking for park-bound motorists would reduce conflicts between cars and park users in the park, reduce congestion on streets surrounding the park, and reduce land area in parks devoted to autos.



A



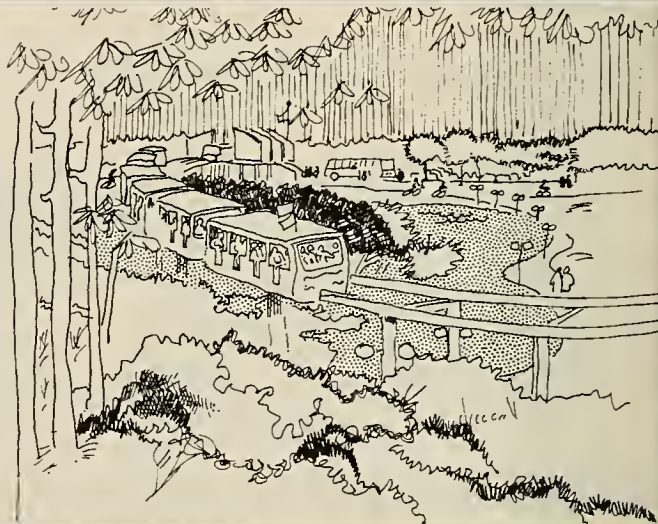
B.C

11

CAREFULLY DESIGNED CIRCULATION PATTERNS WITHIN PARKS WILL INCREASE THEIR USAGE AND VALUE TO THE PUBLIC.

COMMENT A: A special transportation system linking various facilities within a large park such as Golden Gate Park can make it more usable and encourage motorists to leave their vehicles outside the park.

COMMENT B: Heavy auto traffic through parks diminishes their attractiveness and usefulness. Elimination of auto use within parks can enhance the contrast between the park and its surroundings, make the park safer and more usable for pedestrians and reclaim land for recreation use.



12

OPEN SPACE IN THE CITY CAN BE SUPPLEMENTED BY ENHANCING THE SEMI-RECREATIONAL FUNCTIONS OF HISTORIC AREAS AND COMMERCIAL STREETS.

COMMENT A: Historical assets can often provide valuable open space and semi-recreational resources.

COMMENT B: While the nature of abutting uses is important, commercial streets can be visually enhanced for recreation usage by special landscaping and furnishings. Entrepreneurs of new building along such streets should be encouraged to reflect street unity in scale and form.



A



B

3. Urban Design Guidelines for Open Space and Landscaping

The guidelines which follow are the product of the priorities and principles identified earlier in this section of the report. Essentially the priorities indicate where and what kinds of need for open space and landscaping exist throughout the city. The urban design principles, on the other hand, propose some ways of using design considerations to make both existing and proposed spaces more accessible and enjoyable.

The proposed guidelines translate these needs and design principles into statements applicable to San Francisco's particular requirements for beneficial open spaces and landscaping. The guidelines are presented in two parts: the first deals with open space, the second with landscaping. Maps accompany these two sections to indicate where specific urban design guidelines should apply to improve presently existing deficiencies.

Open Space Guidelines

a. In areas that are deficient in usable open space, ways and means should be sought to make nearby open spaces more useful. Possible means for accomplishing this include:

- (1) Creating landscaped pathways for bicycling and walking, ones which link neighborhoods to nearby open space;
- (2) Improving access to nearby open spaces by providing better transportation to them;
- (3) Making more intensive use of those nearby open spaces which presently have a low level of activity occurring on them;
- (4) Providing facilities and programs more responsive to local needs and desires;
- (5) Intensifying safety programs where needed, so children and adults may use the open spaces without fear;
- (6) Improving maintenance as well as encouraging greater citizen participation in caring for neighborhood facilities.

b. The selection and design of new open spaces in areas of greatest need should consider many alternatives, including:

- (1) Using small vacant lots for mini-parks, tot-lots, and pocket parks;
- (2) Using those street spaces which are unnecessary for traffic purposes and converting them into landscaped sitting areas, small play areas, linear parks, etc.;
- (3) Providing recreational space in those small streets which carry little traffic, e.g., service alleyways;
- (4) Developing parks and recreation facilities above parking structures.

c. Opportunities for new waterfront parks are few and should be used wherever and whenever possible.

d. The needs of users should be clearly visible in the design of open spaces. For instance,

- (1) Older people like sheltered areas to sit in the sun, socialize, play cards and yet be able to watch active recreation.
- (2) Young children need room and facilities to run, make noise, explore, build and knock down, and "make believe".
- (3) Adults and teenagers need large play areas for active sports, clubrooms for meetings, and workshops where they can build things.
- (4) Frequently, San Francisco's ethnic groups have special recreation interests. Recreation facilities in their neighborhoods should reflect these interests (for instance bocce ball facilities could be provided in predominantly Italian communities).

e. Wherever possible, new open space additions should also reinforce the design framework, i.e., open spaces should be developed near those natural and man-made features which tend to visually demark the city's many sub-areas.

f. Landscaped pathways for walking and bicycling should be provided wherever possible to augment other open spaces and to provide a pleasant and active means for exploring the city.

Landscaping Guidelines

a. The "design framework" should be strengthened where necessary to create a more coherent citywide visual organization.

(1) Generally, large trees should be planted in areas designated as the "framework" and smaller trees elsewhere.

(2) The individual identity of the visual districts of the city defined by the framework should be strengthened by the frequent use of distinctive "theme" plant materials.

(3) Private landscaping efforts should be encouraged to reflect the pattern of the design framework. Neighborhood participation in the selection of "theme" plant materials would facilitate implementing this policy.

b. Landscaping materials should be used to screen unattractive views and features such as storage yards, parking lots, freeway structures, and industrial work yards.

c. Where needed, important destinations and landmarks should be visually strengthened by appropriate landscaping.

d. All recreation facilities in the city should be landscaped to make them more attractive to the user as well as to the onlooker.

Note: Landscape guidelines which directly relate to streets are presented in Section II, page 18 of this report.

PACIFIC OCEAN

SAN FRANCISCO BAY

ENHANCE COMMERCIAL-
RECREATION QUALITIES
IN CHINATOWN AND
FISHERMAN'S WHARF

OCP
NORTHERN WATERFRONT
PLAN 1969

DCP
RECOMMENDATIONS
FOR OPEN SPACE
1969

P
IFF HOUSE
TRO BATHS
QUISITION
JY 1967

OCP
PORTS REPORT
1968

PORT AUTHORITY
PRESENTLY
STUDYING POTENTIAL
PUBLIC ACCESS TO
WATERFRONT
OPEN SPACE IN
THIS AREA

OCP
POTRERO HILL
NEIGHBORHOOD
IMPROVEMENT
STUDY

DCP
WISCONSIN
ST. HOUSING
STUDY 1968

DCP
BERNAL HEIGHTS
NEIGHBORHOOD
IMPROVEMENT PROGRAM
1968

DCP
SOUTH BAYSHORE
STUDY 1969

MISSION DISTRICT
TRANSIT STATION
STUDY 1968

OCP
PROPOSED
INTERIOR
PARK BELT
1954

GREEN HIGHWAY

SUNSET BLVD

LINCOLN WAY

EDISON ST

GEARY BLVD

ARQUELLO BLVD

OAK ST

CALIFORNIA ST

DIVISADERO ST

LOMBARD ST

BAY ST

VAN NESS AVE

MARKET ST

JAMES LICK SAWY

SIXTEENTH ST

ARMY ST

SLOAN BLVD

NINETEENTH AVE

OCEAN AVE

GENEVA AVE

THIRD ST

OCP
PORTS REPORT
1968

SKYLINE BLVD

PROVIDE NEW OPEN SPACE
IN DEFICIENT AREAS

MOST CRITICALLY DEFICIENT AREAS
DEFICIENT AREAS

IMPROVE EXISTING OPEN SPACE
FOR DEFICIENT AREAS

IMPROVE ACCESS &/or
IMPROVE FACILITIES &/or
IMPROVE VISIBILITY AND
INFORMATION

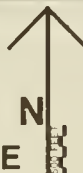
IMPLEMENT EXISTING OPEN
SPACE PLANS

LOCATION & SOURCE
PATHWAY

ENHANCE COMERCIAL-
RECREATION QUALITIES

AREAS
RECOMMENDED

PROPOSED URBAN DESIGN GUIDELINES FOR OPEN SPACE





STRENGTHEN DESIGN FRAMEWORK BY DISTINCTIVE OR LARGE SCALE LANDSCAPING

EXISTING	RECOMMENDED	
		PUBLICLY-OWNED NATURAL OPEN SPACE
		DEVELOPED AREAS (along streets and on private property)
		MAJOR ROADWAYS

CITYWIDE DESIGN FRAMEWORK

IMPROVE QUALITY OF ENVIRONMENT WITH STREET LANDSCAPING

AREAS RECOMMENDED

EXISTING LANDSCAPING PLANS

LOCATION AND SOURCE

PROPOSED URBAN DESIGN GUIDELINES FOR LANDSCAPING



4. Implementation

The urban design guidelines for open space and landscaping form an important element in the Department of City Planning's current efforts to update the City's Master Plan. The eventual product of these ongoing efforts, including the Recreation Area and Park Element, will include many factors beyond the scope of the Urban Design Study. Recommendations for implementation will be made within this enlarged scope.

The guidelines and principles in this section of the report can be implemented in several ways. They can serve as criteria for the selection of projects to be included in the City's Capital Improvement Program. Another avenue is the Federally Assisted Code Enforcement (FACE) program which provides a means within designated project areas for implementing landscaping improvements. The Urban Beautification program, too, provides some additional funding for translating landscaping guidelines and principles into reality. While this program is quite flexible in potential application, the available funds have been relatively small. Lastly, energetic campaigns to encourage citizens to take greater advantage of the City's street-tree planting assistance program and to promote neighborhood landscape efforts are yet another method of implementation.

II. PROPOSED URBAN DESIGN GUIDELINES FOR STREETS

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II. PROPOSED URBAN DESIGN GUIDELINES FOR STREETS

INTRODUCTION

Streets provide a basic organizational structure to a city. Although not all streets serve the same purposes, this structure in San Francisco includes two principal groups of streets:

1. Residential streets -- collector streets and access streets -- which provide circulation within many city neighborhoods; and
2. Arterial streets -- major thoroughfares, secondary streets, and major collector streets -- which must carry high volumes of traffic as efficiently as possible throughout the city.

Good residential streets serve as a framework for a livable neighborhood; many areas of San Francisco are fortunate in this regard. Many such streets can be found throughout the city. They are an invaluable asset: children can play safely; people can meet friends or take a quiet evening stroll; traffic may be light, leaving the street quiet; the neighborhood remains intact, uncontested by noise and debris. The balance between through traffic and a neighborhood's serenity is precarious; too much traffic can spoil the enjoyment of any street and ultimately may affect the attractiveness of a whole neighborhood.

Arterial streets are important to people's enjoyment of San Francisco. Many streets, particularly freeways and major thoroughfares, are primarily for travel, but also provide views and a clear means of orientation. When people can "see" or understand how to move around, they feel more a part of the city. Even when views are missing, arterial streets can communicate their functional character and impart a sense of urban structure. The characteristics of their roadway design such as orientation, orderliness and clarity are critical for understanding and enjoying the city. Without them, streets can become bewildering, depressing, or boring. Without them, using the streets can be an unpleasant experience as confusing intersections, hard-to-find bus stops, cluttered or messy streets detract from enjoyment of the city.

Many of the fine qualities of both residential and arterial streets can be preserved and enhanced, and their deficiencies eliminated or moderated.

"URBAN DESIGN GUIDELINES FOR STREETS" emphasize environmental quality, not quantity of vehicles. Accordingly, recommendations do not stem from an analysis of traffic volumes and transit movement. The concern of proposals in this section is the physical appearance, quality, and organization of elements within a street's right-of-way. Within this context, guidelines are recommended to (1) preserve what is already good about streets, as a place to live or as a route for driving, and (2) improve deficiencies in the public environment or driving qualities of streets.

These Guidelines for Streets are discussed in two sections:

SECTION ONE:

GUIDELINES FOR RESIDENTIAL STREETS consist of a series of proposals that, if implemented, would make San Francisco's residential streets more pleasing to residents and responsive to their needs. Most important, these guidelines define residential areas of San Francisco that can be protected from through traffic.

SECTION TWO:

GUIDELINES FOR ARTERIAL STREETS define methods by which each type of arterial trafficway (e.g., freeway, major thoroughfare, secondary street) can convey its functional role and enhance the driver's experience.

Both sets of guidelines are citywide in their focus, although there are some important differences in the extent of their application. GUIDELINES FOR RESIDENTIAL STREETS propose improvements to parts of the street system. GUIDELINES FOR ARTERIAL STREETS, on the other hand, depend on a program which applies recommendations consistently throughout the street system. To be successful, all types of trafficways need to reflect these visual clarity and information proposals.

SECTION ONE: GUIDELINES FOR RESIDENTIAL STREETS

A. EXISTING CONDITIONS

Street environment has been discussed in several previous urban design reports. The "Quality of Environment Survey", published in the Urban Design Study Preliminary Report No. 4, discussed the results of a citywide evaluation of the quality of San Francisco's environment. Each block of the city was rated according to a number of environmental factors. Some factors that directly reflected street environment were: presence of nature, quality of view, and maintenance of streets, sidewalks, yards and buildings. A significant finding in this survey was that blocks rated low in the composite of these factors generally had streets which carried high volumes of traffic.

This finding stimulated additional study on the relationship between residential quality and street traffic. The results are contained in the Street Livability Study, published by the Department of City Planning in June 1970. The study showed that three types of changes occurred on streets with increasing traffic volumes:

1. The street became less desirable for families with children; people felt the street and sidewalk areas to be too dangerous for children.
2. People living on the street did less "neighboring" or visiting; they recognized fewer people living on the block.
3. People took less interest in their front yards, street trees, and sidewalks.

Another finding of the above study showed that the problems varied for different types of streets. On the high volume street, the traffic was going too fast; on the medium volume street, it was becoming too heavy; and on the light traffic street, it was the occasional fast "hot-rodder".

B. THE CONCERN

As stated in the conclusion of the Street Livability Study, "People who, as drivers, are part of the problem are, as street residents, those it most affects." Often there is just too much traffic on many of San Francisco's streets. It is too fast, too noisy; it creates pollution, and it consumes space. Deficiencies such as these are encouraged by wide streets, straight streets, through streets, and flat streets.

The concern here is about traffic on residential streets. From the surveys conducted and subsequent analysis, it is evident that many of the present deficiencies relate to the physical characteristics of the streets. For instance, State law indicates a speed limit of 25 miles per hour for residential streets but this limit is thwarted because the design of residential streets often encourages higher speeds. In short, the design of residential streets invites problems of traffic, but fails to fulfill the potential of the street as a residential environment.

In San Francisco the width of most residential streets, where traffic needs are minimal, is greater than in the heavily trafficked financial district. Often they become luckless recipients for the rush-hour traffic which spills over from arterial streets; many times, too, they act as invitations for excessive speeds. However, in a positive sense, the generous widths are a valuable land resource for environmental improvements. This public resource need not be devoted to expanses of asphalt, particularly when no real traffic need is served.

A more reasonable balance between the needs of residents and motorists must and can be achieved, both to serve traffic movement and to protect and enhance the residential areas of San Francisco.

Urban design principles and guidelines have been developed to achieve this balance. They set forth a city-wide framework that can form the basis for protecting residential areas from the adverse effects of traffic and offer a flexible set of guidelines applicable to a wide variety of problems throughout the city.

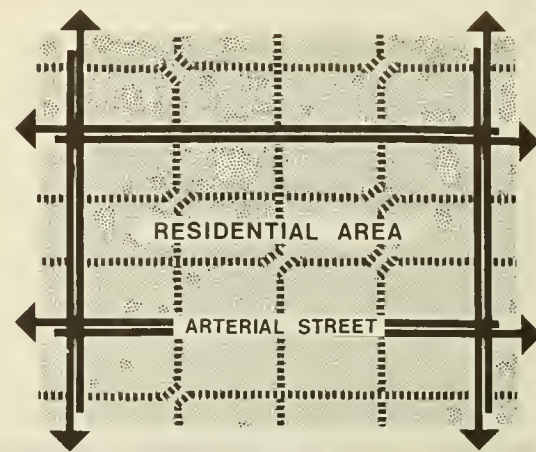
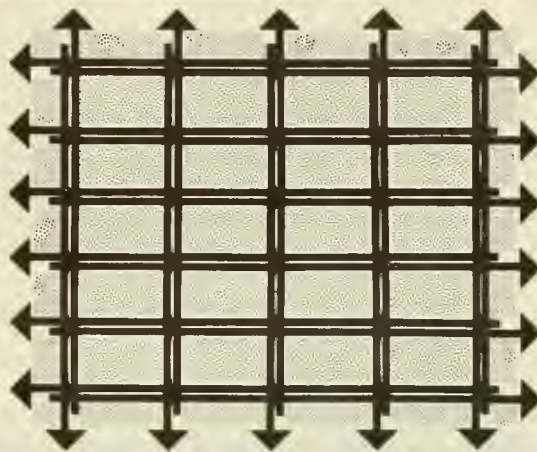
C. URBAN DESIGN PRINCIPLES FOR RESIDENTIAL STREETS

The principles which follow focus on three objectives: (1) discouraging through traffic and controlling speed where possible; (2) lessening the effects of traffic where it cannot be reduced or eliminated; and (3) upgrading the quality of the street environment, even where traffic is not a major concern. All three of these objectives reflect the citywide Urban Design "Goals, Objectives, and Policies" published in Preliminary Report No. 3.

URBAN DESIGN PRINCIPLES FOR STREETS: RESIDENTIAL AREAS

1 NONCONTINUOUS STREETS DISCOURAGE HIGH-SPEED THROUGH TRAFFIC. STREETS THAT EXTEND CONTINUOUSLY FOR MANY BLOCKS TEND TO ENCOURAGE FAST, THROUGH TRAFFIC.

COMMENT: Modification of street patterns could achieve two objectives. First, in residential areas where there is little need for through traffic, interruptions to continuous streets could protect these areas from gradual increases in traffic volumes. Second, such interruptions would effectively keep high-speed traffic on the designated continuous through routes.



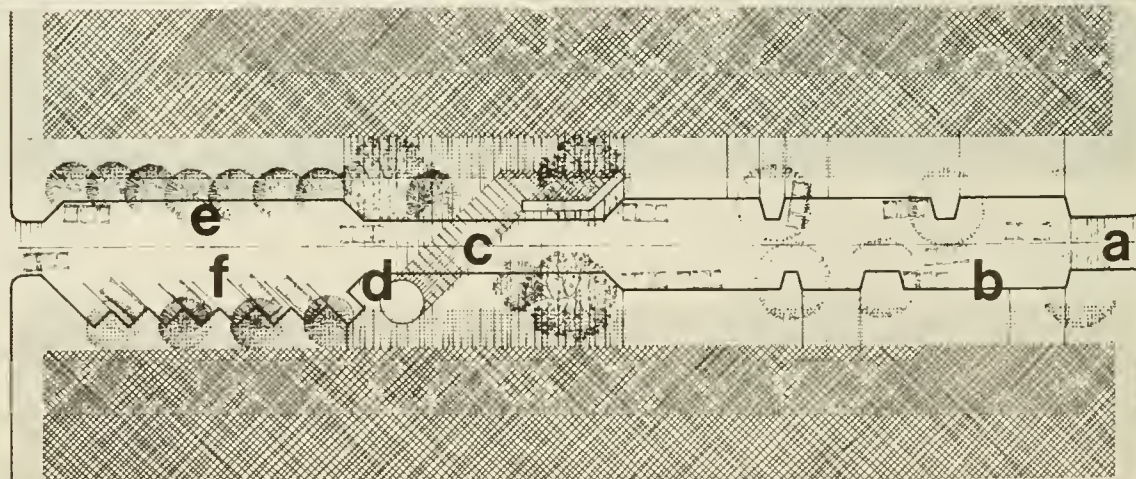
2 WHEN HIGH TRAFFIC VOLUMES ARE PREVENTED IN RESIDENTIAL AREAS, THE QUALITY OF THE RESIDENTIAL ENVIRONMENT CAN BE PRESERVED OR IMPROVED.

COMMENT: Heavy traffic has adverse effects on residential quality. If this traffic is discouraged, streets may be modified to achieve improvements which serve the needs of residents rather than motorists.



3 STREETS THAT GIVE THE IMPRESSION OF BELONGING MORE TO THE PEDESTRIAN THAN TO THE MOTORIST TEND TO MAKE DRIVERS PROCEED WITH MORE CARE.

COMMENT: In residential areas streets could be designed especially for residents. A sense of pedestrian importance could be achieved by (a) narrowing intersections, (b) narrowing pavement width, (c) altering the texture of paving and sidewalk materials, (d) providing unique street furniture and equipment, (e) landscaping, or (f) creating special layouts for parking cars.



4

VISUALLY NARROW STREET SPACES ARE EFFECTIVE IN LOWERING THE SPEED OF TRAFFIC.

COMMENT: Most drivers tend to slow down considerably in confined spaces. Continuous street facades or extensive landscaping and large trees are some ways to impart a sense of confinement. This would narrow the field of a driver's vision and create a sense of rapid movement.



5

TO PROVIDE A SENSE OF NATURE IN BLOCKS HAVING NO FRONT YARDS, PARTS OF WIDE SIDEWALKS CAN BE USED FOR TREES OR OTHER LANDSCAPING.

COMMENT: Front yards are not required in many parts of the city. The result is a row of buildings which line the street without any setback. While at times this creates a pleasing sense of enclosure, it can be rather bleak and monotonous when the street is unrelieved or the buildings lack visual interest. A few large trees or other street landscaping can add a needed dimension of nature and variety into such a scene.



6

WHERE THE WIDTH OF PAVED ROADWAY IS IN EXCESS OF THE WIDTH REQUIRED TO SERVE TRAFFIC NEEDS, THE STREET ALIGNMENT CAN BE ALTERED TO PRODUCE USEFUL OPEN SPACE.

COMMENT: Converting some street area is particularly suited to areas where open space resources are few or where the need for open space does not justify major expenditures. Play areas are only one possible alternative for excess street space. Pedestrian areas could be created by changing pavement width, cul-de-sacs, closing portions of the street, or changing the curb lines at intersections.



D. GUIDELINES FOR RESIDENTIAL STREETS

These guidelines relate to residential streets and reflect the content of the previously discussed urban design principles. The objective here is to define residential areas throughout the city. These guidelines establish the framework for preserving and enhancing residential environments. In addition they underscore the need to control traffic volumes and speeds as a first step toward enhancing the livability of a residential area. The following guidelines are proposed for residential area streets:

1. Neighborhoods defined by arterial streets should be designated PROTECTED RESIDENTIAL AREAS.
2. Through traffic movements should be restricted to the arterial street system.
3. Excessive traffic speeds and volumes within protected residential areas should be restricted and discouraged by every means possible.
4. Where possible, vehicular access directly to and from local streets in residential areas should be from other than Major Thoroughfares.
5. Where existing residences front on a Major Thoroughfare, alternate vehicular access from a residential street should be encouraged.
6. When alternate access is possible, new residences should not have direct vehicular access to Major Thoroughfares.
7. Collector streets should serve mainly to distribute and collect local traffic within a residential area, and generally they should not be continuous through several large residential areas.
8. Local streets, those other than collector streets, in a residential area should be:
 - a. primarily for access to residences and to serve the needs of emergency vehicles;
 - b. designed to discourage excessive speeds;

- c. considered as the most eligible for modifications to discourage speed or volumes of traffic and to improve the visual and environmental quality;
- d. pedestrian-dominant streets with the maximum feasible amount of the public right-of-way devoted to environmental amenities;
- e. the most responsive in the use of the public right-of-way to the needs and desires of the residents.

The adoption of these guidelines which establish PROTECTED RESIDENTIAL AREAS can be a significant first step toward preserving and improving the quality of the residential environment in San Francisco. Improvements or modifications to streets within a residential area should be based upon these principles and guidelines. They need not be undertaken on a citywide basis to be effective. Each area can be independent of others in terms of specific designs or environmental improvements. Priorities for action should be in areas with the greatest number of environmental deficiencies and where the adverse effects of traffic are evident. Decisions on specific actions to be taken should be made in conjunction with area residents.

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- MAJOR THOROUGHFARE
 - SECONDARY THOROUGHFARE
 - MAJOR COLLECTOR STREET
 - COLLECTOR STREET
- ARTERIAL STREETS
- PROTECTED RESIDENTIAL AREA: MAXIMUM OPPORTUNITY FOR STREET MODIFICATION

PROPOSED PROTECTED RESIDENTIAL AREAS

DEFINED BY MAJOR & SECONDARY TRAFFICWAYS



E. STREET DESIGN PROTOTYPES

Street designs can be as varied and numerous as San Francisco's many districts. No two need be alike. Each street in each part of the city represents a unique design situation. Each has its own special location and character and has its own special assets and liabilities.

The prototype designs shown indicate some possibilities for residential street modification. They are examples of ways to add variety and interest and, generally, to improve the environmental quality of these streets. The designs should be modified to meet the specific needs of each situation. They can be applied independently of one another or used in combinations.

STREET DESIGN

RESIDENTIAL AREA STREET
PATTERN solutions would
with the size of the
Collector streets should
be continuous. Resident
streets should not be
continuous and their visual
importance as a traffic
street should be minimized.

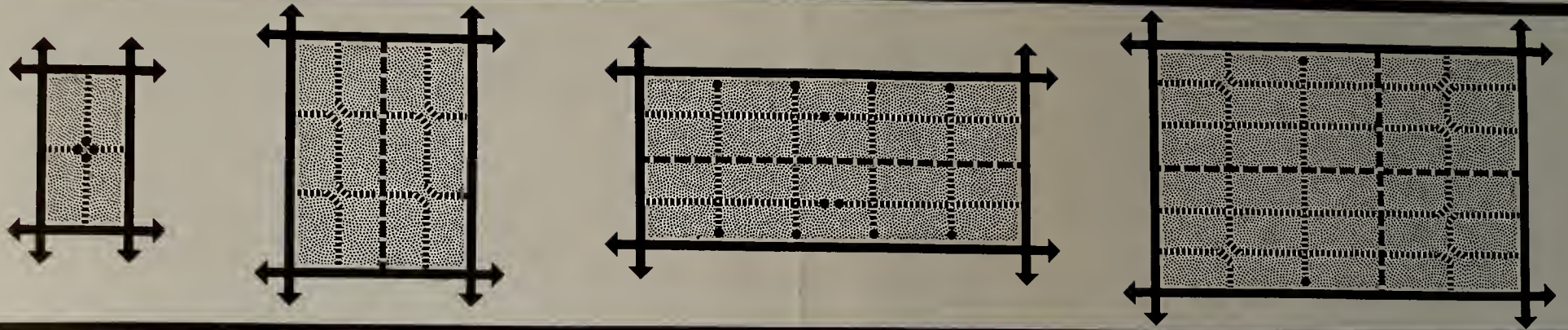
INTERSECTION MODIFICATIONS
are ways to reduce the
visual importance of street
trafficways, change traffic
flow patterns and in some
cases gain more pedestrian
space.

STREET ALIGNMENT MODIFICATIONS
are a means to
reinforce the "local traffic
character of a residential
street and to use excess
public right-of-way for
open space or landscaping.

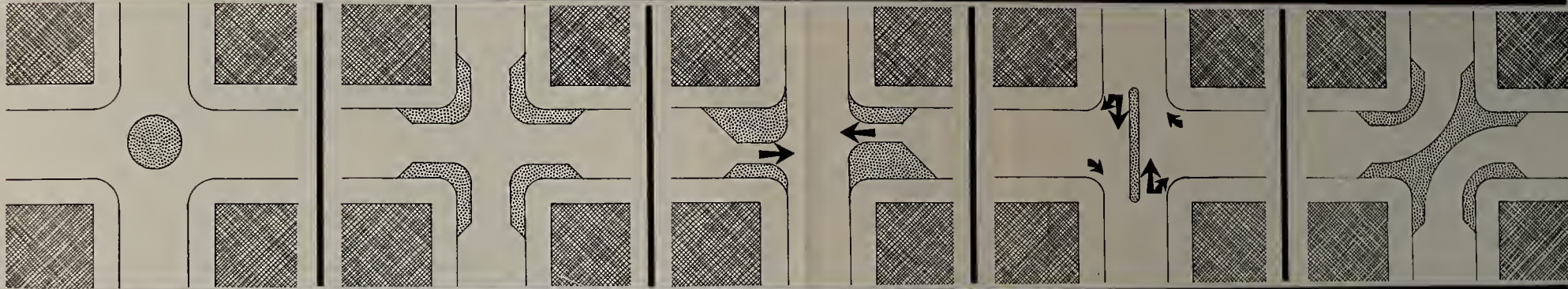
ALTERNATIVE PARKING ARRANGEMENTS
can result in more
efficient use of the
space for landscaping
space. These arrangements
can be adapted to accommodate
the various locations of
driveways or other special
street conditions.

STREET DESIGN PROTOTYPES

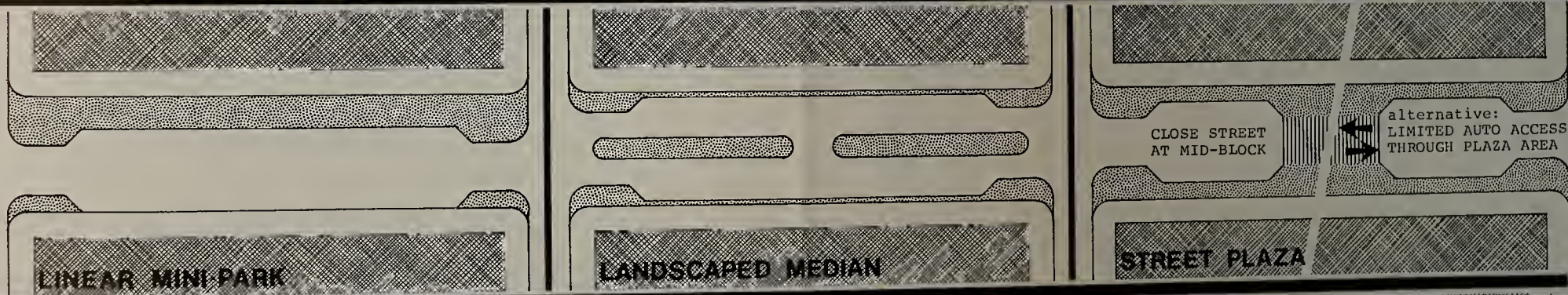
RESIDENTIAL AREA STREET PATTERN solutions would vary with the size of the area. Collector streets should be continuous. Residential streets should not be continuous and their visual importance as a traffic street should be minimized.



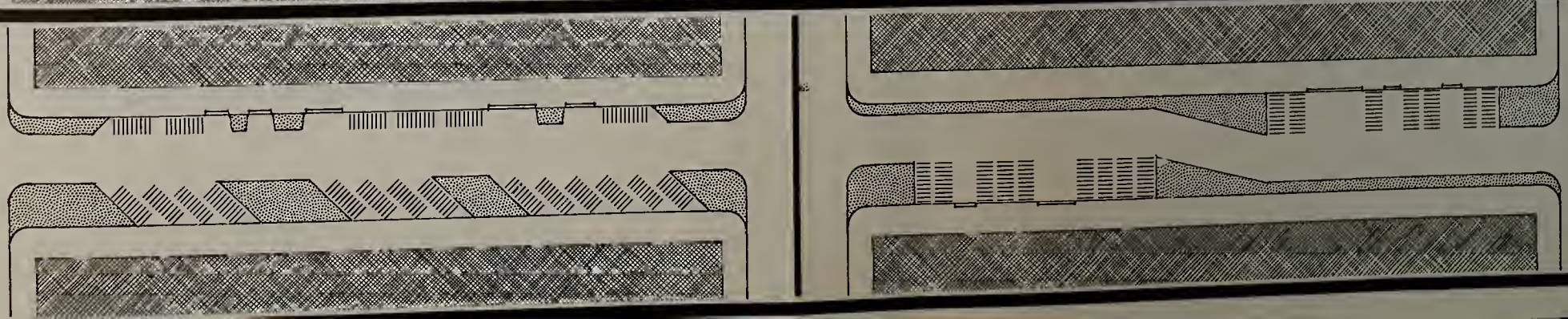
INTERSECTION MODIFICATIONS are ways to reduce the visual importance of streets as trafficways, change traffic flow patterns and in some cases gain more pedestrian space.



STREET ALIGNMENT MODIFICATIONS are a means to reinforce the "local traffic" character of a residential street and to use excess public right-of-way for open space or landscaping.



ALTERNATIVE PARKING ARRANGEMENTS can result in more efficient use of the street space for landscaping or open space. These arrangements can be adapted to accommodate the various locations of driveways or other special street conditions.



F. STREET DESIGN ALTERNATIVES

General design proposals are presented in this section of the report for particular streets and groups of streets throughout the city. Detailed consideration is given to alternatives for vehicular and pedestrian circulation through and around Golden Gate Park.

The alternatives shown are directed toward the objective of improving the attractiveness and livability of San Francisco streets. They indicate where the kinds of actions shown in the street prototypes could be applied. A specific action would be dependent to a large degree upon the functional role a street fulfills.

The alternatives represent an environmental standpoint and not traffic engineering solutions. In some cases, recommended changes may affect the street's carrying capacity. The gain in the quality of the street environment was considered to justify possible reduction of traffic capacity. Increasingly, San Franciscans will face the problem of whether action to accommodate traffic should take precedence over action to improve the living quality of streets.

Most streets considered in these proposals have high traffic volumes, low environment ratings, or both. In some cases it is possible to divert traffic from problem areas. In others, such as the Mission district, one-way streets might reduce the total number of traffic lanes and permit sidewalk widening. Where residences have no front yards, street space could be allowed for buffering. Because two-way traffic on a street limits sidewalk space, landscaping and other solutions of this kind are not now possible.

One proposal for the South Bayshore district affects both nearby industrial and residential areas. Quint Street might be connected to Third Street in order to reroute heavy truck traffic directly to industrial areas rather than through residential and commercial areas near the intersection of Oakdale and Third Streets.

Other proposals illustrate alternatives for protecting Golden Gate Park and its surroundings from adverse effects of traffic. Presently, the Park is deluged by large numbers of cars which detract from its natural quality. The speed and volume of the substantial amount of through traffic also constitute a hazard to pedestrians, cyclists and equestrians.

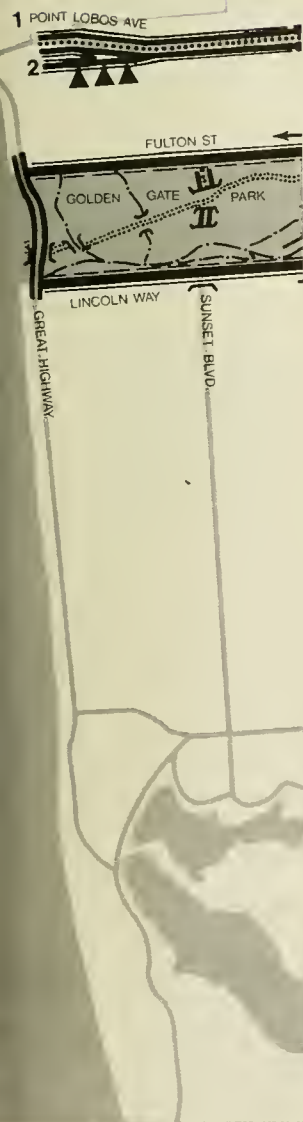
The following comments summarize recommendations for the Golden Gate Park area:

1. The Oak/Fell one-way couple would be extended to Lincoln Way and Fulton Street. These extensions could be depressed or tunneled at corners of the Park to assure separation of through traffic and to reduce noise, dirt, and glare.
2. Sunset Boulevard and Seventh Avenue would continue across the Park as tunneled and depressed roadways. A major portion of Nineteenth Avenue would also be tunneled. These three streets would provide important connections between the one-way routes of Lincoln Way and Fulton Street. Landscaped "park" bridges would provide safe and enjoyable connections over these depressed roadways.
3. The "N" Judah streetcar line would be extended into the west end of the Park to tie in with the municipal golf course and John F. Kennedy Drive.
4. John F. Kennedy Drive would be closed to automobiles. The drive would then become a principal route for users of the Park. In place of automobiles, "elephant trains", consisting of small caravans of towed passenger gondolas, would provide people an efficient way to move within the Park. As a shuttle service, this system could connect parking areas and streetcar stops with the Park's major facilities. The drive, too, could have separate bicycle paths and bridle trails.
5. Houses along Fulton Street and Lincoln Way would have a separate low-speed service road and landscaped divider to act as a buffer between residences and the lanes of through traffic.
6. Pedestrian bridges and crosswalks would provide easy access to the Park from surrounding neighborhoods.

7. The plan would eliminate approximately two miles of roads in the Park in addition to removing traffic from Kennedy Drive. The reduction of Park traffic and Park roads would more than compensate for the 3,000 feet of new roads required to make the plan work.

Possibilities for street environment improvements exist throughout San Francisco. Other alternatives could vary considerably from those discussed here; however, the underlying urban design principles and prototypes can be applied in a variety of circumstances.

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STREET DESIGN ALTERNATIVES: DESCRIPTIONS



1. GEARY/POINT LOBOS: Median and two continuous lanes west of shopping area street landscaping
2. GEARY: Local street narrowing would allow new parking patterns or mini-park
3. 25TH AVENUE: Street landscaping
4. IRVING: Street alignment modification for diagonal shopper parking, landscaping
5. 19TH AVENUE: Parkway development appears to be the only feasible long-range alternative
6. 6TH/7TH AVENUES: One-way couple limited to two lanes, street landscaping
7. LAKE STREET: Eliminate connection to Park-Presidio to discourage nonlocal traffic
8. CALIFORNIA: Narrow to allow street landscape/buffering
9. ANZA: Narrow street, improve landscaping, close at Masonic; close Parker at Geary
10. BALBOA: Narrowing to allow buffering/landscaping and diagonal shopper parking
11. TURK: West of Masonic: street landscaping, wide sidewalk south side
12. TURK: East of Masonic: some narrowing to three lanes continuous, landscaping/buffering
13. GOLDEN GATE: Some narrowing to two lanes continuous, maximize landscaping/buffering
14. OAK/FELL: Long-term solution required. Possible short-term solution: narrowing with tow-away parking lanes
15. PINE/BUSH: Narrow to two lanes west of Gough, one tow-away parking lane, maximize landscaping/buffering
16. GOUGH: Landscaping/buffering, narrow with wider sidewalk adjacent to tow-away parking lane
17. FRANKLIN: Landscaping/buffering, narrow with wider sidewalk adjacent to tow-away parking lane
18. BROADWAY: Landscape median and tunnel portal, opportunity for landscaping in parking lane
19. HAIGHT: Collector street, maximize landscaping using parts of parking lane
20. WALLER: Local street, maximize landscaping and traffic control devices, using parts of parking lane
21. STANYAN: Maximize landscaping/buffering, wider sidewalk east side at Park
22. FREDERICK: Maximize landscaping, possible alignment change at Arguello
23. MONTEREY: Landscaping/buffering, median, minimum 15 foot sidewalks
24. SAGAMORE: Local street, narrow, landscape, potential for linear park/open space
25. ALEMANY: Landscaped median, redesign of intersections with Brotherhood Way and San Jose
26. GENEVA: Landscaped median, diagonal parking and shopping area west of Naples
27. SILVER: Maximize landscaping using parts of parking lane
28. PAUL: Maximize landscaping, possible closing at Bayshore in future
29. MISSION: South of Geneva: narrow; north of Randall: one way; maximize landscaping of entire street
30. MANSSELL/SALINAS/JAMESTOWN: Future parkway development maximize landscaping in median and sidewalks
31. PALOU: Local street, close at Selby, realign at Silver
32. QUINT: Potential for industrial traffic use, widen street, connect to Third Street
33. OAKDALE: Widen west of Quint, narrow east of Quint in residential/shopping area, maximize landscaping
34. THIRD: Landscaped median, continuous widened sidewalks in shopping area, parking prohibited in industrial areas
35. 20TH STREET: Two lanes eastbound, one lane westbound, close local street intersections on south side
36. POTRERO: Narrow, landscaped median
37. BRYANT: Widened sidewalks, maximize landscaping using parts of parking lanes
38. HARRISON: Maximize landscaping using parts of parking lanes
39. SOUTH VAN NESS/FOLSON: One-way couple, maximum three lanes, widen sidewalks, maximize landscaping/buffering
40. GUERRERO/VALENCIA: One-way couple, limit traffic lanes, widen sidewalks, maximize landscaping/buffering
41. SAN JOSE: Extension of one-way Guerrero, limit traffic lanes, widen sidewalks, maximize landscape/buffering
42. ARMY: Limit off-peak traffic lanes, landscaped median, maximize landscape/buffering

- LANDSCAPED MEDIAN WITH LEFT TURN LANES
- ===== TWO TRAFFIC LANES
- ===== THREE TRAFFIC LANES
- PARKING LANE
- PARKING LANE (tow-away at peak hours)
- ▲ POTENTIAL FOR DESIGN IMPROVEMENT
- ONE-WAY TRAFFIC
- GOLDEN GATE PARK CONCOURSE: NO AUTOMOBILES
- AUTOMOBILE ROADWAY

STREET DESIGN ALTERNATIVES



SECTION TWO: GUIDELINES FOR ARTERIAL STREETS

In San Francisco, arterial streets are those which carry most of the city's traffic. They include major and secondary thoroughfares as well as freeways. The guidelines in this section propose ways that four sets of street elements can convey this functional importance to drivers and pedestrians. The elements are: (1) street landscaping, (2) street lighting, (3) street intersections, and (4) transit vehicles and their routes.

A. EXISTING CONDITIONS

The "Road Environment Survey" in Urban Design Preliminary Report No. 4 documented the visual and physical qualities of the arterial street and freeway system. These qualities were:

- Maintenance
- Spaciousness
- Order
- Monotony
- Clarity of the Route
- Orientation to Destinations
- Safety and Ease of Movement

The survey indicated that problems of safety and ease of movement occurred over much of the system; often they were in combination with other problems, such as orientation and route clarity. Altogether these problems imply two major goals for San Francisco's system of arterial streets:

1. To achieve a system providing sufficient information and clarity for purposes of orientation and movement through the city.
2. To achieve a system that is orderly and dignified yet varied and interesting, and sufficiently spacious to travel on with ease, pleasure, and safety.

B. THE CONCERN

"Tow Away Zone", "Yield", "Bus Stop" -- these are familiar traffic instructions for most San Franciscans. They are part and parcel of the roadway environment in which hundreds, possibly thousands, of instructions are displayed. In this regard the street system can be thought of as a mosaic of explicit messages, giving people many different pieces of information about their environment and how to use it. However, in many places the system of streets is confusing, possibly because too much or too

little information is conveyed. In cases such as these, there are familiar elements such as street lights, trees, curb alignments, etc., which can be used to give people implicit information or messages about what sort of street they are on or what part of the city they are moving through. The concern of the guidelines which follow is to develop this presently informal, unstructured system of implicit information. Accordingly, the proposals outline ways street elements can convey functional distinctions between different types of streets.

Landscaping along the city's major streets is one aspect which can communicate an overall pattern or logic. For instance, the landscaping that now exists along the Park Presidio or Sunset Boulevard reflects their importance as major thoroughfares. Similar landscape designs might be applied to other streets. Major boulevards would then be identified by certain types of plant materials whose design would also reflect the dignity and quality appropriate to San Francisco's important routes. Similarly, lightly traveled streets could be identified by more varied plant materials and less formal designs. At present, however, the pattern of EXISTING STREET TREES AND LANDSCAPED AREAS (Map) is somewhat random throughout San Francisco.

Street lighting is another area of urban design interest and of potential information to the traveler. If used consistently, lights could indicate the type of route they illuminate. In a fashion they now provide this identity, being more frequent and brighter along commercial streets than residential ones. A plan, however, could elaborate on this approach, presenting a framework for modifying and organizing the spacing, intensity and color of lights for each area of the city. For instance, commercial areas could be illuminated with one color of light; residential areas another. Possibly, groups or series of lights would serve to indicate the activities present at important community locations. Higher intensities or color change could also signify street intersections. At present, however, the City uses only three types of lights; all three are used somewhat interchangeably, sometimes illuminating residential areas, other times illuminating commercial districts.

Intersection design is another aspect by which urban design may be useful to clarify the street system. Sometimes an intersection is bewildering simply because all of its streets appear to be identical in importance. Urban design guidelines could help eliminate this confusion by proposing visual standards to characterize the significance or functional distinctions of the city's different types of streets. For instance, residential street

intersections could receive design considerations different from those of collector streets, and these two types of streets could be treated differently from secondary or major thoroughfares.

Transit routes comprise a fourth area where urban design can make useful contributions. Bus and streetcar stops are critical elements in communicating information to people. At present, some of these places are clearly marked, such as streetcar islands. Other places such as bus stops are far more elusive, frequently being lost in a haze of street signs, building facades, and parked vehicles.

Transit stops, too, could provide information on schedules, fares, other transit routes, even information on the location of the stop in relation to the rest of the city. Some of this information would be verbal; yet a good part could well be graphic and visual. For instance, color-coding transit stops for different types of service (local, express, shopper shuttle, and jitney) could provide people with a quick, visual indication of the type of service at a particular stop.

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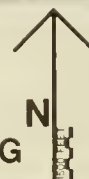
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- INCANDESCENT
- OOOOOO FLUORESCENT
- LUCOLUX
- MERCURY VAPOR

EXISTING STREET LIGHTING

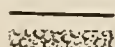




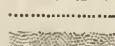
PUBLICLY PLANTED AND MAINTAINED:



STREET TREES

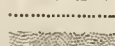


STREET LANDSCAPING

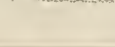


LANDSCAPED AREAS

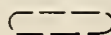
PRIVATELY PLANTED AND MAINTAINED:



STREET TREES

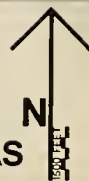


LANDSCAPED AREAS



HIGHLY VISIBLE LANDSCAPING

EXISTING STREET TREES AND LANDSCAPED AREAS



C. URBAN DESIGN PRINCIPLES FOR ARTERIAL STREETS

The principles which follow comprise four areas of concern: (1) Street Landscaping, (2) Street Lighting, (3) Intersections, and (4) Transit Route Clarity. All are based on the goal of providing information in a consistent fashion along the city's arterial streets.

1. Street Landscaping Principles

Underlying most of these principles is the premise: the more important the street, the more formal should be the location and use of plant materials, street furniture, sidewalk materials, and street trees.

URBAN DESIGN PRINCIPLES FOR STREETS: LANDSCAPING

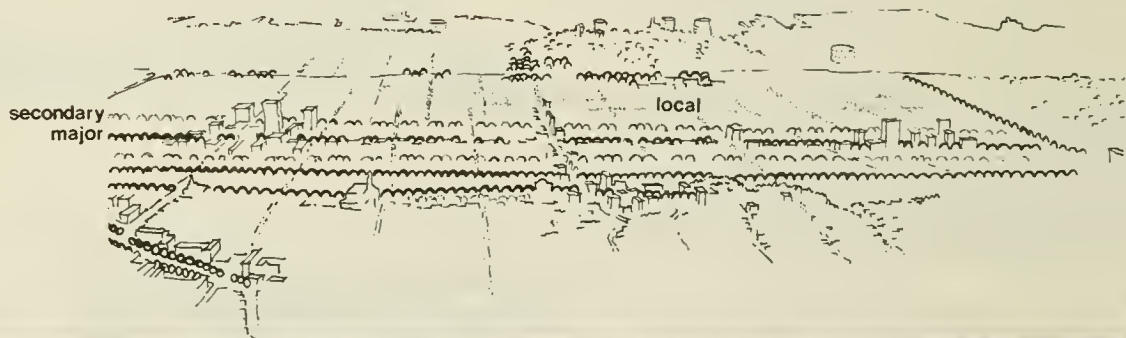
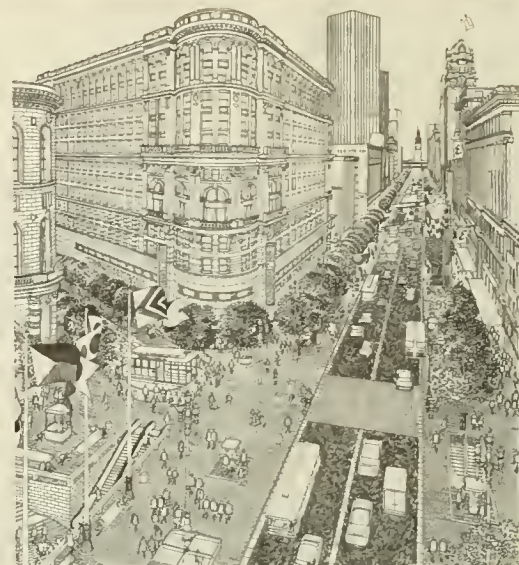
1

THE CONSISTENT USE OF ONE TYPE OF TREE, PLANTED IN REGULAR INTERVALS, CAN IMPART A SENSE OF ORDER AND CONTINUITY TO A STREET.

COMMENT: This would be most appropriate for a major thoroughfare or boulevard, such as Sunset Boulevard or Market Street. Secondary streets should be treated similarly, but with more variety and informality of treatment.

INFORMAL, DIVERSE PATTERNS OF PLANTING AND GREAT VARIETIES OF PLANT MATERIALS CAN ACT AS A CLEAR INDICATION OF LOCAL RESIDENTIAL STREETS.

COMMENT: The application of this principle is evident in many areas of the city where residents have planted street trees. The pattern should be consciously extended to the City's program for landscaping such streets.



2

VISUAL AND PHYSICAL SCREENING OF ARTERIAL TRAFFICWAYS, WHERE RESIDENTIAL USES ADJACENT TO THE STREETS, CAN IMPROVE THE LIVABILITY OF THE STREET.

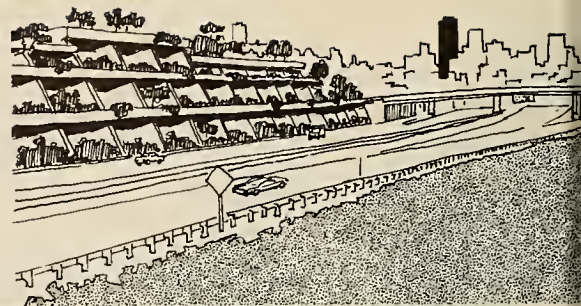
COMMENT: This principle should be applied along arterial streets where adequate space for landscaping can be obtained.



3

LANDSCAPING CAN BE USED TO SCREEN UNDESIRABLE VIEWS OR DISTRACTING ELEMENTS ALONG THE ARTERIAL STREETS WHERE THEY CANNOT BE ELIMINATED OR CORRECTED.

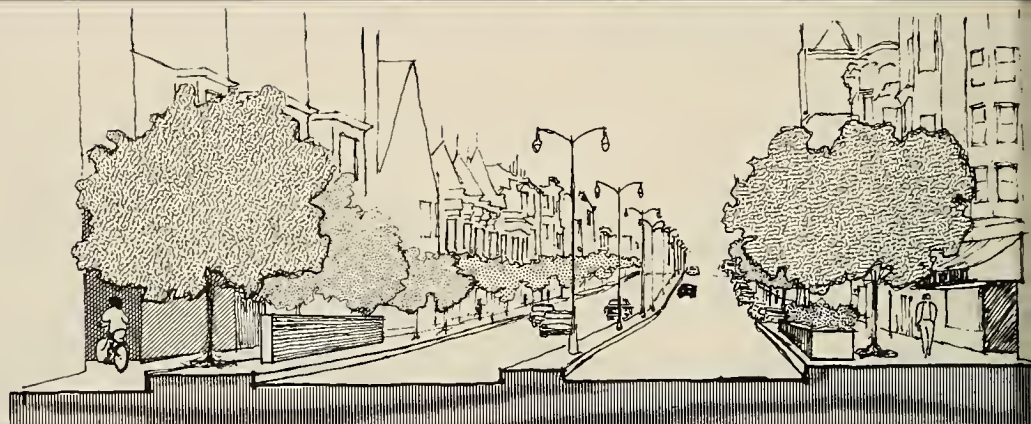
COMMENT: Landscaping can provide a pleasing expanse of natural foliage in areas of undesirable views. It can soften or modify the effect of extensive retaining walls and other large bleak surfaces. A good example is the terraced retaining wall along the east bank of Potrero Hill.



4

EXTENSIVE AND VARIED USE OF "BUFFERS" CAN SEPARATE BUSY ARTERIAL STREETS FROM ACTIVE PEDESTRIAN AREAS AND RESIDENCES.

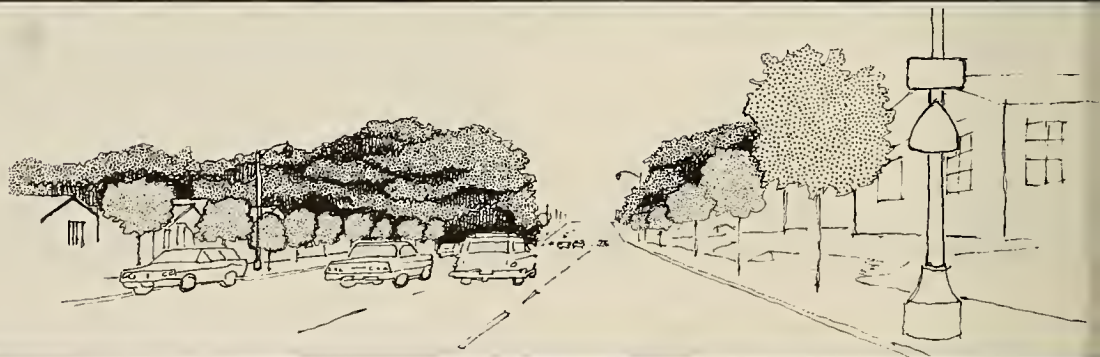
COMMENT: Both shopping areas and residential uses abut portions of the arterial street system. Residential uses abut on approximately 56 miles, over 50 percent, of the system. Preserving the awareness of activity and maintaining safe areas for both cars and people can often be done by use of (a) walls, (b) plant materials such as low shrubs or raised gardens, (c) raised sidewalks, or (d) rows of parked cars -- a last resort.



5

ARTERIAL STREET INTERSECTIONS CAN BE VISUALLY EMPHASIZED BY CONTRASTING THEIR DESIGN TREATMENT WITH PREVAILING LANDSCAPING ALONG SURROUNDING STREETS.

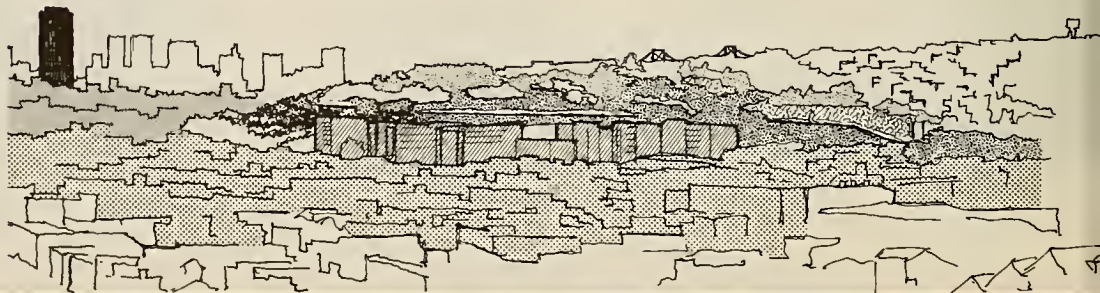
COMMENT: This would be particularly successful on straight, level streets where the planting design at the intersection can be seen far enough to be perceived as being different from its surroundings.



6

ON STREETS THAT DEFINE AREAS OF THE CITY, LARGE-SCALE OR EXTENSIVE LANDSCAPING CAN ENHANCE THE IMPORTANCE OF THE STREET AS BOTH AN ARTERIAL THOROUGHFARE AND A VISUAL BOUNDARY.

COMMENT: The extensive landscaping along the James Lick Freeway at Potrero Hill is one example of this principle. Many other boundaries, such as Nineteenth Avenue, Ocean Avenue, or Monterey Boulevard, could benefit from a concentration of landscaping.



C. URBAN DESIGN PRINCIPLES FOR ARTERIAL STREETS
(continued)

2. Street Lighting Principles

These principles are concerned with both the quality of light and the physical configuration of the light fixture and light pole. The basic premise underlying these principles is that street lights can be used to reinforce the functional differences of streets.

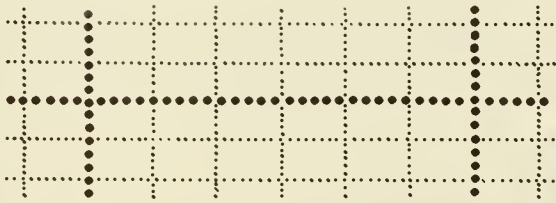
URBAN DESIGN PRINCIPLES FOR STREETS: LIGHTING

1

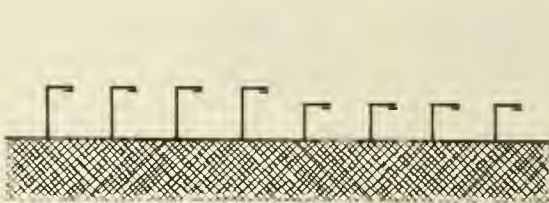
MAJOR THROUGH STREETS CAN BE MADE MORE DISTINGUISHABLE FROM LOCAL STREETS BY VARIATION IN:

COMMENT: Streets with fast and/or large volumes of traffic should be brightly, even harshly, lit. When an arterial street has residential uses abutting, they should be shielded from the light source. In contrast, residential areas with low volumes of traffic should appear quiet and comfortable although light levels may actually be high. This can be accomplished by shielding the light source and focusing the light on the street and sidewalk to illuminate only the lower portions of buildings. This would serve to inform the driver which streets are meant to be used as through traffic-ways and which are intended only for local traffic.

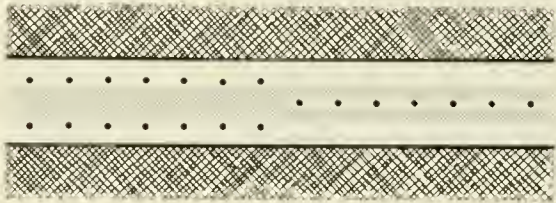
A THE APPARENT LEVEL OF ILLUMINATION OR BRIGHTNESS:



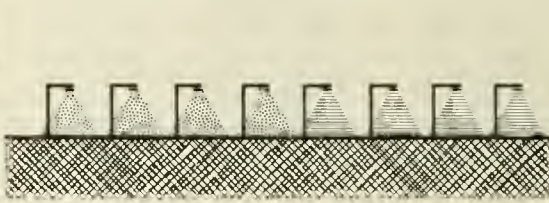
D THE HEIGHT OF LIGHTS ABOVE THE ROADWAY:



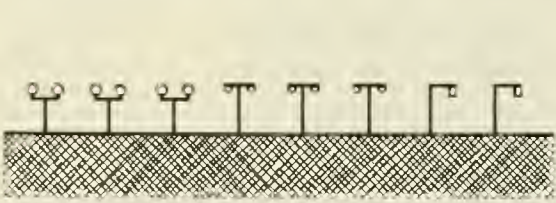
B THE SPACING AND LOCATION OF STREET LIGHT POLES:



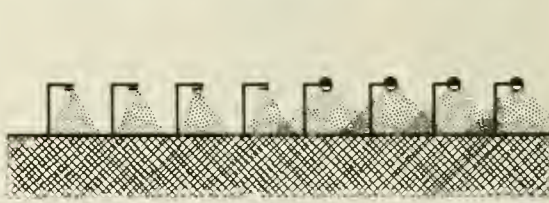
E THE COLOR OR HUE OF STREET LIGHTS:



C THE DESIGN AND SCALE OF STREET LIGHT FIXTURES:



F THE SPREAD OF ILLUMINATION AND VISIBILITY OF LIGHT SOURCE:

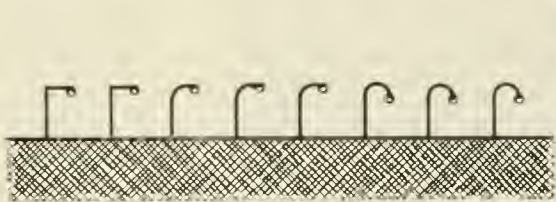


2

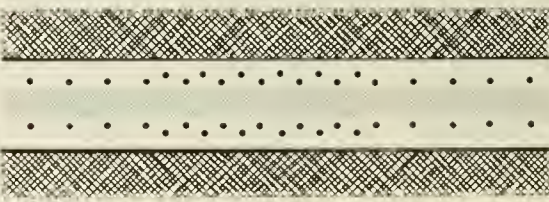
THOSE SEGMENTS OF A STREET WHICH HAVE SPECIAL CHARACTERISTICS CAN BE DISTINGUISHED BY:

COMMENT: Intensive "spot lighting" could help identify bus stops and important pedestrian crossings. Shopping areas can be identified by using special color lights such as the Lucolux lamp which will be installed along Market Street. Special lamp standards such as the Path of Gold poles on Market or the Chinese style on Grant Avenue can enhance the special character of certain streets. Combinations with regular lighting fixtures can assure desirable continuity along major streets, yet reflect areas of local special character.

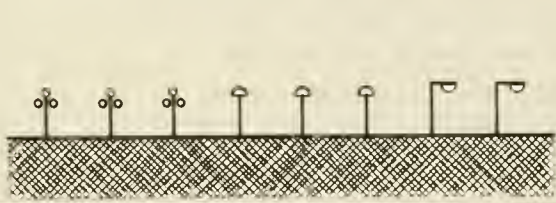
A CHANGING THE DESIGN OF THE STREET LIGHT POLES:



C MODIFYING THE TYPICAL LOCATION OF SPACING OF THE STREET LIGHTS:



B CHANGING THE DESIGN OF THE LIGHTING FIXTURE:



D CHANGING THE COLOR OR HUE OF THE LIGHT:



URBAN DESIGN PRINCIPLES FOR STREETS: INTERSECTIONS

1 THE TYPE AND LOCATION OF TRAFFIC CONTROL ELEMENTS AT AN INTERSECTION CAN VISUALLY REINFORCE THE FUNCTIONAL IMPORTANCE OF INTERSECTING STREETS.

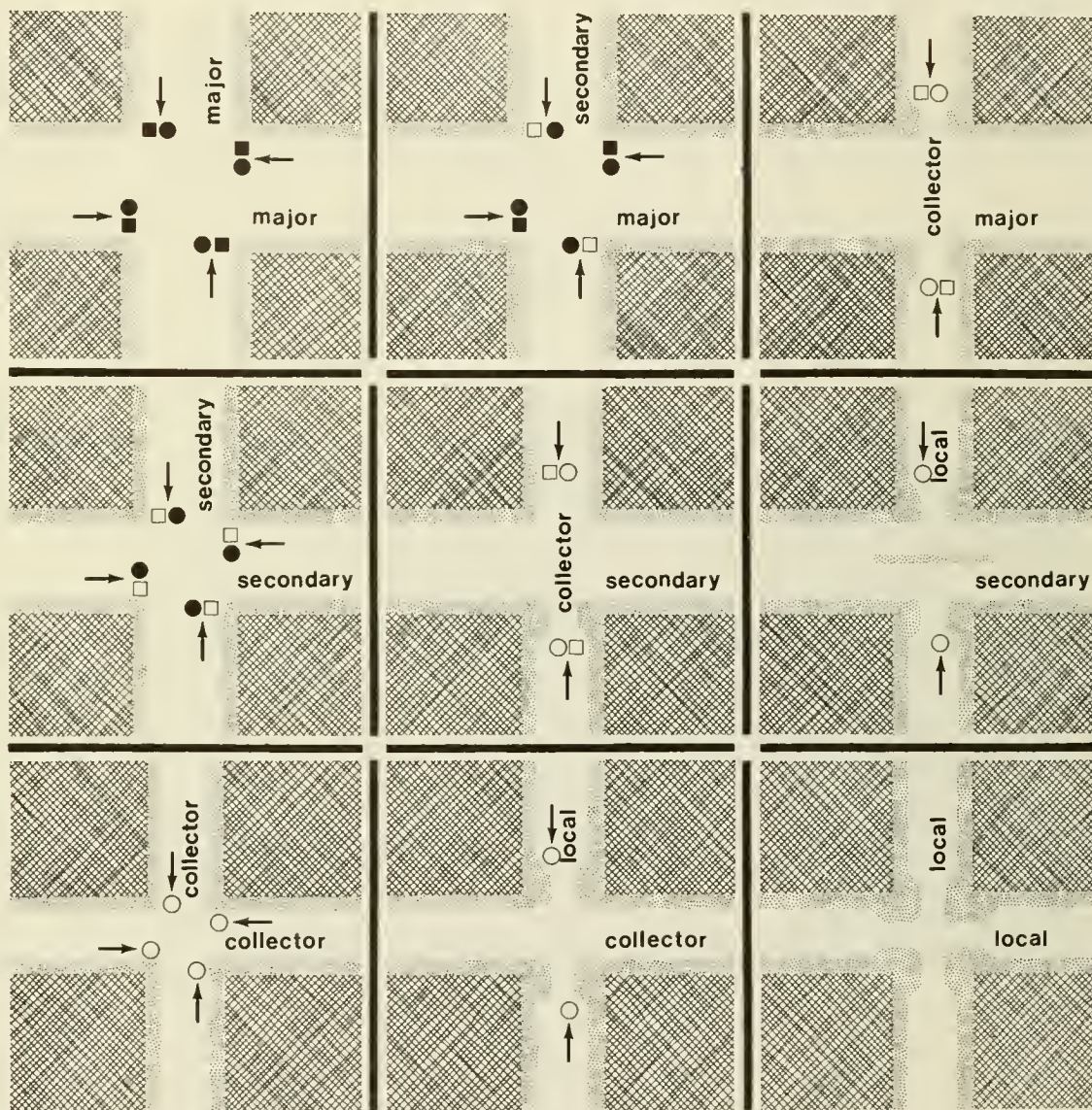
COMMENT: This principle is tied quite closely to the amount of control these traffic signs provide. For instance, intersecting collector streets usually have only stop signs or yield signs. Arterial streets, of course, have the most control, with traffic signals and pedestrian crossing systems. Consistent use of control elements for each type of intersection is important.

2 THE QUANTITY OF INFORMATION DISPLAYED AT AN INTERSECTION INDICATES THE FUNCTIONAL IMPORTANCE OF THE STREET.

COMMENT: Residential streets have relatively little need to display information to a driver other than street names. Other types of street intersections should provide relatively more amounts of information, such as "one-way", "49 Mile Drive" or destination signs.

3 THE WIDTH OF INTERSECTING STREETS CAN VISUALLY REFLECT THEIR FUNCTIONAL IMPORTANCE.

COMMENT: Narrowing residential and collector streets and intersections would clearly indicate that they are less important. Such narrowing would also tend to decrease the volume and speed of traffic entering residential areas. In the Sunset District, where all streets are either 70 feet or 80 feet wide, regardless of their functional role as residential streets, application of this design principle would clarify their intended use. Major collectors, secondary streets, and major thoroughfares would not benefit from such a treatment.



TRAFFIC CONTROL DEVICES: ● LIGHTS
○ SIGNS

ROUTE, DESTINATION AND OTHER STREET INFORMATION: ■ IMPORTANT SIGNS: LARGER THAN USED ON OTHER STREETS
□ OPTIONAL SIGNS: SMALLER THAN USED ON MAJOR STREETS

DIRECTION OF TRAFFIC SERVED →

These diagrams illustrate how the relative importance of streets can be expressed at intersections. For some intersection conditions different arrangements of curb alignment, control devices or information may be required.

C. URBAN DESIGN PRINCIPLES FOR ARTERIAL STREETS
(continued)

4. Transit Route Clarity Principles

The intent of these principles is to visually clarify the routes of the public transportation system.

URBAN DESIGN PRINCIPLES FOR STREETS: TRANSIT ROUTE CLARITY

1 TRANSIT ROUTES CAN BE VISUALLY DISTINCTIVE AND THE RELATIONSHIP OF TRANSIT VEHICLES TO THEIR ROUTES CAN BE STRENGTHENED BY A DISTINCTIVE COLOR CODE OR GRAPHIC SYMBOL.

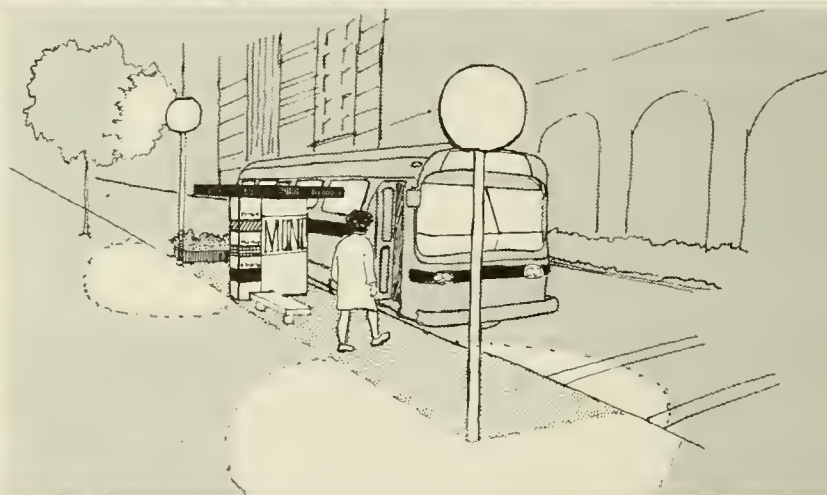
COMMENT: At present, public transportation routes are identified by numbers or letters such as the No. 72 or the "J" lines. These could be easily augmented by distinctive color codes for the vehicles serving specific lines. For instance, the "J" line could have white and blue color code or symbol on both the streetcar and all its stops; similarly other lines could have different sets of color symbols. Elements such as adjacent street light poles near a particular stop could receive the same color code.



2 MAJOR TRANSIT ROUTES--THOSE STREETS WITH SEVERAL TRANSIT LINES OPERATING ON THEM--CAN BE FURTHER IDENTIFIED AND EMPHASIZED THROUGH INCREASING THE VISUAL IMPORTANCE OF TRANSIT STOPS BY:

- SPECIAL ENLARGED WAITING AREAS;
- DISTINCTIVE LIGHTING;
- DISTINCTIVE LANDSCAPING;
- SHELTERS OR WINDBREAKS.

COMMENT: The obscurity of many transit stops may discourage higher patronage and decrease awareness of important routes. Increasing the visibility of stops can be accomplished by provision of patron amenities and explicit route information. Particular emphasis should be placed on identification of stops where several transit lines interconnect.



3 THE USE OF SYMBOLS INDICATING THE TYPE OF SERVICE ON A TRANSIT ROUTE AT THE TRANSIT STOP AND ON THE VEHICLE CAN FACILITATE USE BY MORE PEOPLE.

COMMENT: Frequently, several types of service such as express, shopper shuttle, and local are provided along a route. Visual symbols could assist people in knowing what type of service each vehicle provided. Flags now identify shopper shuttle buses, but other possibilities exist for identifying express and local service vehicles.



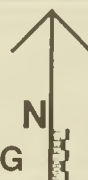
- b. As with freeways, the functional importance of major thoroughfares should be expressed by the use of large-sized plant materials in the right-of-way. The variety of materials could be diverse and several species of trees could be included. The pattern of planting, however, should be regular and repetitive, conveying a sense of formality and dignity in the street's design.
- c. Secondary thoroughfares should have more varied designs than found along major routes. For instance, the design of Arguello Boulevard might contain several species of medium-sized trees. These trees, in turn, could be randomly spaced or randomly grouped along the street's right-of-way. By their variety and their grouping these trees could help identify the street as an important trafficway.
- d. Major Collector streets, too, should be designed and planted to reflect a much less formal pace, possibly repeating the sequence of buildings alongside them with many varieties of shrubs or small-sized trees.



- FREEWAY: LARGE SCALE, EASILY PERCEIVED PATTERNS, LIMITED SPECIES
- ==== MAJOR THOROUGHFARE: FORMAL, LARGE SCALE, LIMITED SPECIES, ORDERLY PATTERNS
- SECONDARY THOROUGHFARE: LESS FORMAL, MEDIUM SCALE, SOME SPECIES VARIETY, VARIATION IN PATTERN
- COMMERCIAL - RECREATION USE
- COMMERCIAL USE
- RESIDENTIAL USE, EMPHASIS ON BUFFER LANDSCAPING
- ← IMPORTANT VIEWS, SHOULD NOT BE BLOCKED BY LANDSCAPING

SPECIAL LANDSCAPING

URBAN DESIGN GUIDELINES FOR STREET LANDSCAPING



2. Urban Design Guidelines for Street Lighting

Street lights, unlike landscaping or intersection design, are most often perceived as isolated, discrete elements along a street's right-of-way. The effect these lights create, however, can be a significant part of the overall impression people have of a particular street.

At present many of these qualities of street lights remain untapped for their ability to communicate a street's functional character, both by day and by night. For instance, by day a street could be identified by the form of its light standards and by night by their quality of light and patterns of illumination.

These guidelines suggest ways to use street lights to visually identify and characterize the city's streets. They are illustrated in the map, URBAN DESIGN GUIDELINES FOR STREET LIGHTING.

To provide variety, specific street lighting principles are indicated for application in certain areas of the city. These designate appropriate locations for distinctive color and patterns of lighting. For instance, commercial recreation areas could have one color and pattern of illumination, shopping areas and plazas another, and bridge approaches still another. Each area, too, could have a different treatment of its light standards; for instance, one section might have standards which arch over the roadway, another section standards which remain above adjacent sidewalks.

Street lighting guidelines which would reinforce the functional role of the city streets are:

- a. Freeways and major thoroughfares should have the highest apparent intensity of light, most regular spacing of light standards, and fixtures at the highest elevation above the roadway.
- b. Residential streets should have the lowest apparent intensity and more informal spacing of light standards. The design of the standards should relate to the scale of residential structures, and the lights should be directed to light sidewalk areas.
- c. On arterial streets the color or hue of lighting should not vary except to indicate special activity areas along the street.

At present, the atmosphere is being studied in a more systematic way than ever before. The study of the atmosphere is a branch of science which is becoming increasingly important in our lives. The atmosphere is the layer of gases which surrounds the earth. It is composed of a mixture of gases, of which oxygen and nitrogen are the most abundant. The atmosphere also contains a small amount of water vapor, carbon dioxide, and other gases. The atmosphere is also affected by the sun's rays, which cause the temperature to rise and fall. The atmosphere is also affected by the earth's rotation, which causes the wind to blow. The atmosphere is also affected by the earth's magnetic field, which causes the aurora borealis to appear.

The atmosphere is also affected by the earth's surface. The surface of the earth is covered by water, land, and ice. The atmosphere is affected by the surface of the earth in many ways. For example, the surface of the earth is the source of the water vapor that rises into the atmosphere. The surface of the earth is also the source of the carbon dioxide that is taken up by plants. The surface of the earth is also the source of the heat that is radiated into the atmosphere. The atmosphere is also affected by the surface of the earth in many other ways.

The atmosphere is also affected by the earth's interior. The interior of the earth is composed of the crust, the mantle, and the core. The atmosphere is affected by the interior of the earth in many ways. For example, the interior of the earth is the source of the heat that is radiated into the atmosphere. The interior of the earth is also the source of the gases that rise into the atmosphere. The interior of the earth is also the source of the magnetic field that surrounds the earth.

The atmosphere is also affected by the earth's climate. The climate of the earth is the long-term average of the weather. The atmosphere is affected by the climate of the earth in many ways. For example, the climate of the earth is the source of the heat that is radiated into the atmosphere. The climate of the earth is also the source of the water vapor that rises into the atmosphere. The climate of the earth is also the source of the carbon dioxide that is taken up by plants. The climate of the earth is also the source of the heat that is radiated into the atmosphere.

The atmosphere is also affected by the earth's environment. The environment of the earth is the natural world. The atmosphere is affected by the environment of the earth in many ways. For example, the environment of the earth is the source of the heat that is radiated into the atmosphere. The environment of the earth is also the source of the water vapor that rises into the atmosphere. The environment of the earth is also the source of the carbon dioxide that is taken up by plants. The environment of the earth is also the source of the heat that is radiated into the atmosphere.

The atmosphere is also affected by the earth's history. The history of the earth is the story of the earth's development. The atmosphere is affected by the history of the earth in many ways. For example, the history of the earth is the source of the heat that is radiated into the atmosphere. The history of the earth is also the source of the water vapor that rises into the atmosphere. The history of the earth is also the source of the carbon dioxide that is taken up by plants. The history of the earth is also the source of the heat that is radiated into the atmosphere.

The atmosphere is also affected by the earth's future. The future of the earth is the story of the earth's development. The atmosphere is affected by the future of the earth in many ways. For example, the future of the earth is the source of the heat that is radiated into the atmosphere. The future of the earth is also the source of the water vapor that rises into the atmosphere. The future of the earth is also the source of the carbon dioxide that is taken up by plants. The future of the earth is also the source of the heat that is radiated into the atmosphere.

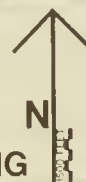
The atmosphere is also affected by the earth's present. The present of the earth is the story of the earth's development. The atmosphere is affected by the present of the earth in many ways. For example, the present of the earth is the source of the heat that is radiated into the atmosphere. The present of the earth is also the source of the water vapor that rises into the atmosphere. The present of the earth is also the source of the carbon dioxide that is taken up by plants. The present of the earth is also the source of the heat that is radiated into the atmosphere.

- d. In residential areas the color or hue of lighting should be different from arterial street lighting, in order to further demarcate these areas.



- SPECIAL BRIDGE APPROACH LIGHTING
- SPECIAL COMMERCIAL AREA LIGHTING
- FREEWAY LIGHTING - HIGHEST INTENSITY
- MAJOR THOROUGHFARE LIGHTING - HIGH INTENSITY
- SECONDARY THOROUGHFARE LIGHTING - MEDIUM INTENSITY
- MAJOR COLLECTOR STREET LIGHTING

URBAN DESIGN GUIDELINES FOR STREET LIGHTING



3. Urban Design Guidelines for Street Intersections

At present the visual appearance of street intersections rarely communicates the functional role of each intersecting street. The guidelines which follow propose ways to make this visual relationship a clear and informative one. They are based on previously discussed urban design principles and express the concept that an intersection should directly express the types of streets of which it is composed. The URBAN DESIGN GUIDELINES FOR INTERSECTIONS (Map) proposes the following:

- a. The visual importance of intersecting streets should relate to their functional importance.
 - (1) The intersection of two major thoroughfares would have the greatest visual prominence in relation to all other intersections. This could be achieved by (a) wide streets with well-defined edges; (b) maximizing the positive traffic controls in the form of stop signs, stop lights, and pedestrian crossing signals; (c) maximizing destination and route information; and (d) high levels of illumination.
 - (2) The intersection of two major collector streets would be characterized by relatively narrow roadways, moderately wide sidewalks, low but adequate levels of illumination and more passive traffic controls such as warning lights or yield signs.
 - (3) Two intersecting residential streets might have minimal roadway width, wide sidewalks and illumination levels identical to those on the streets. The physical constriction of the streets at intersections may serve adequately as an "implicit" traffic control, obviating the need for even a stop sign.
- b. At major intersections, higher apparent intensity, a distinctive pattern, or a different color or hue of lighting should be used to distinguish those areas.

- c. The visual importance of the less important street should be diminished when two functionally different types of streets intersect. The intersection of a major collector street and a major arterial could be visually characterized by a narrow street with wide sidewalks joining a set of wide streets. The type of traffic control at this type of intersection could be direct and positive for the collector street (e.g., a stop sign), and a warning for the arterial (e.g., flashing yellow lights).
- d. Intersections of residential streets and major thoroughfares should be minimized. Where they cannot be eliminated, the visual importance of the residential street should be minimized and cross and left-turn movements limited by curb alignments or a center median across the intersection.

[illegible]

PACIFIC OCEAN

EAST PALM BEACH BLVD



- | | | | |
|--|-----------------------|--|---------------------------------|
| | MAJOR/MAJOR | | SECONDARY/SECONDARY |
| | MAJOR/SECONDARY | | SECONDARY/MAJOR COLLECTOR |
| | MAJOR/MAJOR COLLECTOR | | MAJOR COLLECTOR/MAJOR COLLECTOR |

THE VISUAL IMPORTANCE OF AN INTERSECTING STREET SHOULD RELATE DIRECTLY TO ITS FUNCTIONAL IMPORTANCE.

URBAN DESIGN GUIDELINES FOR STREET INTERSECTIONS



4. Urban Design Guidelines for Transit Routes

These represent a consistent application of urban design principles to visually reinforce the significance and distinction of the city's major transit routes. These guidelines primarily underscore the importance of transit stops within a street's right-of-way. This emphasis has been chosen because many routes can now be identified by tracks and overhead wires, and most transit vehicles can be distinguished from trucks and cars. The stops themselves, however, are often the missing link for increasing the visibility and, therefore, usability of the city's transit system. For bus routes, particularly, transit stops become the principal element to signify and identify a major transit route.

By making major transit routes clearly discernible to people who rely on the public transportation system, these guidelines fulfill one obligation. There is, however, another group of people who can benefit as well: drivers and passengers in automobiles. Since portions of some streets are both major transit routes and major thoroughfares, a clear indication of this dual role becomes important for the safety of both groups of people. If implemented, these guidelines could help provide such a clear indication.

The URBAN DESIGN GUIDELINES FOR TRANSIT ROUTES AND VEHICLES (Map) presented here indicate the major transit routes on which the application of the principles and guidelines should be focused. The major transfer points, where several routes intersect or coincide, are the most important locations for consideration of urban design improvements. If these points are clearly identified and have well-designed amenities such as shelters and transit route information, they can assist in increasing the quality of the transit system and make it a more visible and appealing form of transportation.

The guidelines for transit routes and vehicles are:

- a. Major transit stops should be highly visible and identifiable. Where space is available, they should be defined areas distinct from the adjacent sidewalk space, and incorporate convenience and information amenities. This can be done by:

- (1) special street-light standards at transit stops;

- (2) painting the street-light standards a distinctive color;
 - (3) altering the color of street-light luminaires at transit stops;
 - (4) varying the pattern or type of pavement and sidewalk materials at transit stops;
 - (5) increasing the width of the sidewalk waiting areas at street-car and bus-stop areas;
 - (6) using a distinctive form of shelter to identify a waiting area;
 - (7) distinctive landscaping patterns.
- b. Waiting areas should be extended into the parking lane, and vehicle stops made in the right traffic lane on one-way and multiple lane streets where bus pullout zones are inadequate or often congested. In this case the right traffic lane could be designated for "local traffic, buses and right turns".
 - c. A graphic symbol or color-code system should be used to identify specific transit routes or districts of the city served. This system should be highly visible and distinctive. It should occur in a prominent location on the vehicle and at waiting areas. The graphic materials used could be interchangeable between vehicles to allow flexibility in the use of equipment.
 - d. Vehicles should be distinctively marked to identify the type of service they offer -- local, express, shopper shuttle, etc. This could be part of the route/district identification system or an independent system.

PACIFIC OCEAN

SAN FRANCISCO BAY



- STREETCAR ROUTE
 - - - - - CABLE CAR ROUTE
 - * SUBWAY STATION
 - MAJOR SURFACE TRANSIT ROUTE
 - MAJOR TRANSFER LOCATION
- IMPROVE ROUTE & DESTINATION INFORMATION
- IMPROVE TRANSIT STRIP IDENTITY & ROUTE INFORMATION

URBAN DESIGN GUIDELINES FOR TRANSIT ROUTES

IMPLEMENTATION

Presently San Francisco does not have stated citywide guidelines for improving the design quality and environmental quality of its many streets. The PROPOSED URBAN DESIGN GUIDELINES FOR STREETS are the first statements which could apply to all city streets. In Section I, the concern is to preserve and protect the livability of residential streets. In Section II, the concern is to reinforce the functional differences of streets through a consistent organization of street elements, and thereby increase the efficiency and quality of the major arterial streets.

If adopted, these guidelines could be used throughout the city. All types of streets would be affected, ranging from quiet residential streets to busy, crowded arterials. However, because of the vast number of streets in San Francisco, the possible design benefits or endowments would most likely come over an extended period of time.

There are several possible ways to introduce urban design considerations into the design of streets. The first could be as a design element of the Department of City Planning's Trafficways Plan. If incorporated into the Trafficways Plan, this element could articulate visual standards for the city's arterial streets.

Another way of implementing these guidelines would be an informal one: using their principles as a reference for the continuing work of interdepartmental street improvement programs. For instance, if a street is included in a Federally Assisted Code Enforcement (FACE) area, these design principles could be used in deciding the types of improvements to be made within the street right-of-way to complement the rehabilitation of homes and the undergrounding of utilities.

A third way to implement these guidelines would be to use their provisions as a set of design criteria for the city's ongoing Capital Improvement Program. These design criteria might, for example, determine specific heights and patterns of street lights, and the species and patterns of street trees.

A "Model Streets" program is another possible method to accomplish portions of these urban design guidelines. Under its provisions, specific parts of a few streets would be designated as "model" streets. These streets would receive specific, coordinated improvement between residents, planners, traffic engineers and designers. A street "task force" could coordinate the work of the City departments involved and help with citizen groups. The result of such

an effort could demonstrate the potential for improving the visual and functional aspects of the city's streets. As a demonstration, these street improvements could act as a "seed" for generating independent efforts by local neighborhood groups and merchants.

III. PROPOSED URBAN DESIGN POLICY FOR PROTECTING STREET VIEWS
AND STREET SPACE

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III. PROPOSED URBAN DESIGN GUIDELINES FOR PROTECTING STREET VIEWS AND STREET SPACE

A. INTRODUCTION

Imagine, for a moment, a whole city without streets. Buildings would be jammed tightly together, with narrow alleys or pathways winding among them. Views that are now enjoyed down and along streets would be restricted by narrow rights-of-way and tall buildings. The narrow passages would be dark, overshadowed by the buildings that bound them.

Clearly, streets -- their views and the space they describe -- are essential to the form and quality of a modern city, though they are often taken for granted. They are thought of as untouchable, "no-man's lands" that exist beyond the threats that menace other, less public, unbuilt-upon land.

The space and views streets afford cannot be taken for granted any longer. They are threatened. Scarcity of land, higher building costs and a trend toward more massive buildings tempt public and private developers to seek to close streets for building or to build over them. No clear City policy exists to protect views and the street space -- to guide the making of decisions that affect them.

This section of the report, accordingly, proposes City policy in this regard. It considers the various roles that streets play in the city and studies development pressures affecting street views and use of the street space. Using this analysis, it presents a series of urban design principles to serve as guidelines for review of possible changes to street space. These principles, in turn, form the basis for suggested policy which, if followed, can protect and enhance the value of San Francisco's streets.

B. THE IMPORTANCE OF THE STREET SPACE

While streets are primarily corridors for traffic circulation, they play many important secondary roles. Views down and along streets are useful in motorist and pedestrian orientation. They afford visual relief and a sense of openness in built-up areas. The street space is open space -- breathing space in the heart of the city. It admits light and air to pedestrians and buildings. Street rights-of-way, landscaped or developed as small parks or play areas, are functional and visual amenities. Streets also help strengthen the city's design framework by their role in definition of district boundaries and internal character.

1. The Importance of the Street Space: For Views

The street space is, in effect, a scenic easement. It is open space from which the urban landscape can be observed. Just as lookout areas in national parks provide special views of mountains or the sea, so do San Francisco's streets act as continuous, urban view areas from which the beauty of the city can be appreciated.

San Francisco is known for its views -- both intimate and panoramic. In fact, the Quality of Environment Survey, conducted as a part of the Urban Design Study, shows that over half the streets in San Francisco have "good" views.* The city's unique and varied topography lend to this remarkable characteristic. Hills, the Ocean, the Bay, nearby cities and San Francisco itself all serve both as the object of views and as vantage points from which views are enjoyed.

These views have economic as well as historic and aesthetic significance. A major segment of San Francisco's economy -- tourism -- derives much of its vitality from the quantity and quality of views the city affords. These views are also features that are important in attracting business firms and residents to San Francisco.

Views from the city's streets are those most frequently enjoyed by the public. In San Francisco they are dramatic and varied: the grid street pattern is the basis for this variety, as streets cut directly up the sides of steep hills. As a person gains the summit of a hill, the entire

*As part of this survey, the view from each street in San Francisco was rated on a one- to five-point scale according to composition, content and effect on the observer.

city and Bay is often suddenly revealed. Then, as he descends, and the long-range vista is obscured by closer building, views become more intimate and detailed.

Views extend people beyond their immediate surroundings. They are a kind of psychological open space. In looking out across the city, or even across the street, people mentally step into a different frame of reference. A small apartment with an eloquent view of the city and the Bay seems more spacious because of that view. The view provides visual relief and a source of pleasure. The need for some types of open space is slightly reduced in areas where people enjoy good views.

Streets are also important to orientation -- to helping people get around the city. Looking down a street, a stranger often sees a familiar landmark -- for example, City Hall or the Golden Gate Bridge. Views of these landmarks help people locate their position in the city and help them reach their destinations more easily.

Being able to see some distance down a street enables a person to get an idea of where it leads relative to where he wants to go. The "third stoplight" where a visitor has been told to make a left turn is less likely to be missed if the view down the street is unobstructed and he can anticipate having to turn.

The spatial quality of the street also conveys information about its importance. A wide street with a heavy traffic flow is more likely a major, through street than one with a narrow right-of-way and only intermittent traffic. A tourist, for example -- lost in the Richmond District and looking for a way to get to the beach -- might, upon reaching Geary Boulevard, realize that he had located an important street -- one likely to take him through to his destination.

City policy should stress maintaining and improving views and the street space. They are essential parts of San Francisco's overall character and important in the daily lives of its citizens.

2. Importance of the Street Space: For Open Space

Parts of San Francisco are presently deficient in open space for recreation and relaxation. As the city grows, use of its land will intensify. The problem of supplying enough parks and play areas to meet people's needs will become even more severe. Use of the street space to meet open space needs provides at least a partial solution.

During the Urban Design Study's Existing Form and Image Survey, city streets were identified where protection of the views and space they offer is especially critical. These streets, shown on the accompanying map, include: streets that provide views of or are settings for important buildings; streets that act as visual extensions of public open space; streets that help define the city's form; and streets that have views useful for orientation.

In some areas of the city with high population densities, the land is almost completely covered with buildings. In these areas, the street can become dark and restrictive if new building is done with the use of street space. Building over a street or using it as land to build on can severely reduce the light, air and sense of openness it provides to pedestrians and the buildings along it.

People often use the street for visiting with neighbors and for children's play. It provides a built-in focus for neighborhood activity -- a public area overlooked by all the dwellings along the block. As such, the street is a natural, potential resource for small-scale open space development, especially in areas of the city lacking in open space facilities.

The potential offered by the street space can be developed in many ways. Sidewalks can be widened and landscaped with benches, lights, special paving and other furnishings to become pleasant pedestrian walkways, sitting areas, and play areas for small children.

Some streets in San Francisco dead-end on hills that are too steep to be used for auto traffic. Others have been cut off by freeway rights-of-way, leaving cul-de-sacs where through streets used to exist. Sometimes these street spaces have been beautifully landscaped, adding to the visual quality of the neighborhood.

The street space is often an important corridor for viewing nearby parks. If a park can be easily seen from neighboring areas, people are constantly aware of its presence. The positive influence of a park's openness and greenery is often felt beyond its physical boundaries and well into the surrounding neighborhood.

The street space is also important as a setting for historic or culturally significant buildings. It provides a vantage point from which to see them -- both from a distance and close-up. San Francisco's significant buildings can be emphasized by careful design consideration of the street spaces around them.

3. Importance of the Street Space: For Limiting Scale,
Bulk and Density of Buildings

The scale and texture of building development in San Francisco is, in part, generated by the grid street system. Cutting directly across the city's hills at regular intervals, the streets generally both limit the size of buildings and provide reference points for appreciating their scale.

Unless developers acquire special permission to build in or across a street right-of-way, the size of their lot and of their building is limited. Thus, streets can act as "spacers" between buildings.

The bulk a building can attain often depends on the size of the site a developer can assemble. According to existing zoning regulations, the larger the site, the larger the structure that may be put upon it. If a street is vacated and becomes private property, its area can be added to that of the site in floor area ratio computations. Vacated street areas can be used to meet yard, on-site parking and coverage requirements, thus making more of the original site usable for building. If, for example, a downtown site becomes large enough to provide a public plaza, the owner may receive as a bonus under existing C-3 zoning as much as a 15 percent increase in the allowable floor area of the building.

A vacated street can be built upon up to the dwelling unit density allowed in its zoning district. The density standards used are based on net areas -- on land areas that do not include streets -- with the assumption that the street pattern is permanently established. This assumption is proved false when streets are vacated and built upon. The higher dwelling unit densities which result often prove undesirable.

In already heavily populated parts of the city, the building of even more dwelling units on vacated street areas makes matters much worse. In multi-family zones, the addition of only a very small area to a lot will permit the addition of another dwelling unit: 125 square feet in R-5 zones and 200 square feet in R-4 zones. At present, no City policy exists to help determine when to allow vacating street or sidewalk areas to give the privilege of building another unit to one developer and not to another.

Another way street spaces influence the city's texture can be seen on Russian and Telegraph Hills. A view of these areas reveals tall, slender buildings rising amid groups of lower ones and masses of green trees. On closer examination, it is apparent that many of these masses of green

trees are actually planted public street rights-of-way. Thus, the street space figures prominently in people's visual impressions of San Francisco.

4. Importance of the Street Space: For Circulation and City Services

Street systems establish the patterns of movement throughout the city. Ease of access to buildings -- especially to commercial, industrial and office buildings -- influences their functional effectiveness and, thus, their value. If a grocery or department store is easy to get to, people are more likely to shop there and the costs of service are reduced. An industrial site has a higher value if it is easily accessible to trucks, railroads or ships. Access is also required for fire protection and other emergency services.

Street rights-of-way are primary locations for a variety of public utilities, including sewers, steam pipes, electrical conduit, and communication lines. This network of utilities is critical to city functions and costly to alter or re-route. In the future, additional kinds of public utilities and services may also be located in today's street rights-of-way.

Street space, then, is vital in many ways to the distinctive nature of San Francisco. It is more than just a set of corridors for traffic movement. Its views, potential for open space and role as a determinant of the city's scale are also important reasons why the street space merits protection and thoughtful design consideration.



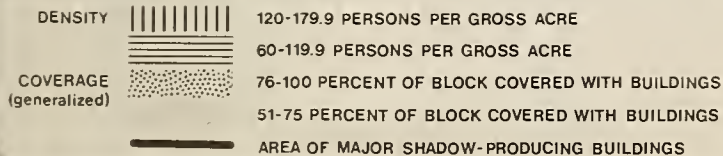
- EXCELLENT
- GOOD
- - - AVERAGE



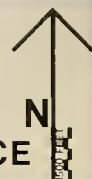
QUALITY OF STREET VIEWS

PACIFIC OCEAN

SAN FRANCISCO BAY



WHERE STREETS ARE CRITICAL
SOURCES OF LIGHT, AIR, AND OPEN SPACE





- STREET VIEW OF IMPORTANT BUILDING
(landmark, proposed landmark, other historic or culturally-significant building)
- STREETS THAT DEFINE CITY FORM
- STREETS THAT EXTEND THE EFFECT OF PUBLIC OPEN SPACE
- ROUTE OF FORTY-NINE MILE SCENIC DRIVE
- IMPORTANT STREET VIEW FOR ORIENTATION

**STREET AREAS IMPORTANT
TO URBAN DESIGN AND VIEWS**



C. PRESSURES AFFECTING STREET SPACE

As land costs rise, and vacant, buildable property becomes scarce, public streets are increasingly viewed by private and public developers alike as potential building resources.

In order to build more profitable structures in the dense downtown area of San Francisco, developers often go to a larger building scale requiring larger sites. Enlarging a property by using a vacated public right-of-way is often a means to site expansion at modest cost. A vacated street right-of-way frequently costs less than private land to assemble. Although this is economically beneficial for the developer, the street vacation and building may prove detrimental to the environmental quality of the community.

1. Public Concern

Counter to the requests for street vacations is an increasing public concern with protecting street spaces and views. Five cases, which have occurred in the last five years, are presented as examples of this rising public concern.

These are only a few examples of San Francisco residents' involvement and concern with street spaces. The experience of the Department of City Planning, drawn from public hearings on similar City issues, also indicates a need for a more carefully defined set of City policies protecting street spaces and the public benefits they provide.

As the Bureau of the Army is the only one of its kind in the world, it is the only one that can be compared to the Bureau of the Navy. The Bureau of the Army is the only one that can be compared to the Bureau of the Navy.

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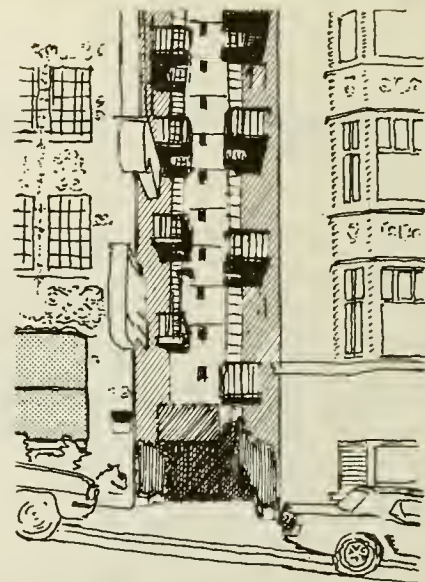
1. The Bureau of the Army

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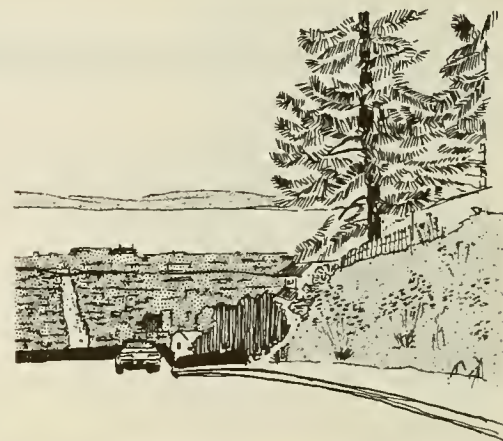
The Bureau of the Army is the only one that can be compared to the Bureau of the Navy. The Bureau of the Army is the only one that can be compared to the Bureau of the Navy. The Bureau of the Army is the only one that can be compared to the Bureau of the Navy.

EXAMPLES OF PUBLIC CONCERN

The 1965 request to vacate 11, and then part, of Maggie Alley between Post and Geary east of Jones aroused public concern from the beginning. Abutting property owners called it "unbelievably selfish", stating the proposed building would block light and air, and deprive them of access and a fire escape route. The project was eventually dropped.

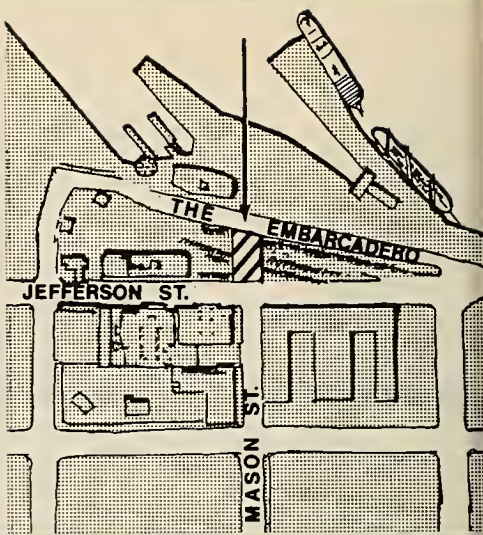


2 A 1967 request by several abutting owners for vacation of a 20 foot wide strip on 20th Street between Noe and Sanchez Streets sparked concern from the surrounding neighborhood. An improvement club called it "a dangerous proposition... if the City would give it away now they might have to purchase it back in the future." This request was found not in conformity with the City's Master Plan for several reasons: the strip provides permanent open space which should be planted as are other similar areas giving Dolores Heights its special character; it provides a visual easement to the public benefit; and if vacated it could be built upon.



3

In 1969 there was a request for the vacation of Mason Street between Jefferson Street and The Embarcadero, a small site then used for a private parking lot. Opposition was raised by the Fisherman's Wharf Merchants Association because of a contemplated "space needle" of some 250 feet that would be built on the vacated street, "overshadowing" their enterprises and blocking a view corridor indicated in the NORTHERN WATERFRONT PLAN.



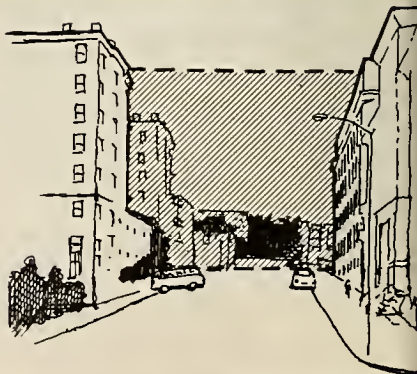
4

In 1969, the Transamerica Corporation applied for and received vacation of part of Merchant Street to erect a major office building. The controversial building and street vacation raised the concern of many citizens. One group said "Street vacations were justifiable only if great concessions are given to the citizens of San Francisco in return." Another citizen emphasized that the street pattern in the area had been widely recognized as a built-in building bulk control and that, as a matter of principle, open space should not be vacated unless a demonstrable public benefit was received in return.



5

The Pacific Medical Center, Inc., in 1969 requested the vacation of Clay Street between Buchanan and Webster Streets to construct a 150 foot high building that would arch over Clay Street. Some neighboring residents, led by the Pacific Heights Neighborhood Association, objected to the street being closed, views being blocked from Lafayette Park to Alta Plaza and the height of the new building. This vacation was approved with conditions, generally to the satisfaction of the neighborhood.



2. Public Benefit of Street Space

In addition to views, access and open space, street space provides a land bank for select public purposes such as recreation. As vacant land becomes scarce and land costs rise for private development, it is becoming almost prohibitive for the City to acquire improved land for some public purposes. Once the City has vacated a street, the land is permanently lost. The City is not in a financial position to easily acquire an equal amount of additional land. Often the monetary return from the sale of a fee street is not enough to enable the City to purchase other land where it is needed due to appraisal procedures and funds jurisdiction.

3. City Recognition of Importance of Street Space

The C-3 bonus system was developed by the City in response to the need to augment the amenities derived from existing streets and partly, also, in recognition of the City's increasing difficulty in financing the necessary public amenities in the downtown area. The bonuses emphasize qualities such as: accessibility, pedestrian movement, environmental amenity, light and air to streets, and view protection and enhancement. All of these qualities now are provided in varying degrees by streets and alleys. The bonus system recognizes the importance of street space in providing public benefits; but unfortunately it does not apply outside the downtown area where its benefits could be of equal value.

4. Urban Design Advisory Committee Request

A specific citizen request has also been made for a clarified City policy aimed at protecting street spaces. This request was the product of much thoughtful discussion in monthly meetings of the Urban Design Advisory Committee. The Committee asked that developing a set of policies of this nature be given highest priority in implementation, and that the process for getting such policies adopted by the City begin immediately -- even before completion of the Urban Design Study.

D. EXISTING CITY PROCEDURES, PRINCIPLES AND POLICIES

1. Procedures

Most street space in San Francisco is owned by the City in fee. Other streets are not owned outright, but the City has easement rights to lands that function much the same as fee streets. The ownership or use of both types of street space can be changed either by vacation or by revocable permits issued by the City.

A street vacation is simply the abandonment of the area of a street for street purposes and transfer of ownership to the abutting owners for their private use. A revocable permit, on the other hand, allows encroachment on a City street or property subject to conditions which the City may impose. The City can revoke the permit if the conditions are not complied with or if the City requires the area of the encroachment for public use.

Because there is presently no specific street vacation ordinance, the City operates under the Streets and Highways Code of California. These statutes authorize the Board of Supervisors to vacate and abandon any portion of streets summarily by resolution if they find there is no present or prospective need of the street for street purposes. Proposed street vacations come before the City Planning Commission as Master Plan referrals under Charter Section 116.1 for a report and recommendations before action is taken by the Board of Supervisors. The Board requests similar recommendations from the Interdepartmental Staff Committee on Traffic and Transportation, all utility companies, the Fire Department, Municipal Railway and Department of Public Works. If approval is given by the Board, the public street is then vacated and sold for private use.

The sale price of a fee street is based on the appraised value of abutting lands at the time of the vacation. The square foot price of the street is set at 50 percent of the square foot price of abutting properties, because owners of those properties must give up the private right of access that cannot effectively be measured in terms of land value. The abutting owners or owner may then purchase the vacated land providing additional payment is made for re-routing utility lines.

The Charter provides that the proceeds of the sale go to the department that controlled the property sold (usually the Department of Public Works) for the purchase of additional land for the use of that department (subject to approval by the Board). If the funds are not "required" for such purpose, they may be used to purchase land for

other departments. If not "required" for that purpose, they may be used for any capital improvements.

Easement street vacations do not involve a sale and only require that those asking for the vacation obtain a quitclaim title from the City and pay the closing costs.

2. City Planning Principles and Policies

Lacking a specific policy relating to street vacations, the City Planning Commission has, in the past, used the Master Plan and the City Planning Code in acting on referrals for street vacations.

Master Plan: The City Planning Commission has used three references in the Master Plan as very general guidelines in acting on referrals on street vacations:

Objective No. 4 of the Citywide Land Use Plan:
"Protection, preservation, and enhancement of the economic, social, cultural, and aesthetic values that establish the desirable quality and unique character of the city."

Principle No. 1 of the Recreation Area and Park Location Plan: "Playlots, designed for children of pre-school age, and each containing a sand box, play apparatus, and a mothers' sitting area, should be available within 1/8 to 1/4 mile of every residence in the high-density and medium-density sections of the community areas."

Principle No. 6 of the Recreation Area and Park Location Plan: "Ornamental parks should be developed wherever possible in the downtown and working area of the city; on small, irregular bits of land at street intersections, traffic islands, and wherever they may occur; and on streets too steep to pave for vehicular traffic."

In addition to these guidelines the Master Plan amendments for the Northern Waterfront, adopted in June, 1969, and the South Bayshore District, adopted February, 1970, include urban design plans and policies related to street space and view protection:

Northern Waterfront --

a. Presentation of views down streets from hilltops requires that high development which would block views to the water not be permitted.

View corridors should be defined by projecting the width of existing streets into the Bay.

b. Development beyond the sea wall...should be...a Conditional Use...to preserve views and to allow water to be seen at the seawall between piers.

c. All new piers or platforms...designed...to allow views from the ground level between piers to the Bay, and...oriented to preserve or create views along east-west streets near the shoreline.

South Bayshore --

d. In addition to landscaping, proposed improvements in the neighborhoods should include narrowing and closing of selected streets.

City Planning Code: The City Planning Code serves unofficially as a guideline on street vacations. The Code is adopted to promote and protect the public health, safety, peace, morals, comfort, convenience and general welfare and for the following more particularly specified purposes:

Sec. 101(c) to provide adequate light, air, privacy and convenience of access to property, and to secure safety from fire and other dangers.

Sec. 101(e) to regulate the location of buildings and the use of buildings and land adjacent to streets and thoroughfares, in such manner as to obviate the danger to public safety caused by undue interference with existing or prospective traffic movements on such streets and thoroughfares.

Together, the Master Plan with amendments, the Planning Code, and the various other plans for the City constitute the existing plans and policies regarding street space protection.

3. Adequacy of Existing Principles and Policies

The importance of street space, in view of increasing pressures for street vacations, makes it important that principles and policies governing the space adequately represent the public interest.

...but this cannot be done without

of all new ideas or information. I have been told that the only way to get a new idea is to get it from the people who have it. I have been told that the only way to get a new idea is to get it from the people who have it. I have been told that the only way to get a new idea is to get it from the people who have it.

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1. In addition to forwarding the
information in the neighborhood
to the relevant authorities, the
information is also forwarded to the
relevant authorities.

Since there is no explicit policy, each vacation is handled on an almost ad hoc basis. Often, the existing or potential amenities a street space provides are lost due to this inadequacy -- amenities that cannot be purchased elsewhere or duplicated. In addition, without a stated City policy, developers requesting a vacation are not informed beforehand as to what kind of recommendation to expect from the Planning Commission.

Without explicit policies on street vacation the City is often confronted with a situation where a street has been vacated without a full understanding of the development that is to take place; once a street is released to private ownership the City loses control of its use under present legislation. Clearly, there is a need for an explicit statement of principles and policies pertaining to street space.

E. URBAN DESIGN PRINCIPLES FOR STREET VIEWS AND STREET SPACE

Urban design principles constitute only one of several kinds of criteria that should be applied to the review of proposed street vacations. The principles illustrated here are not all-inclusive, but do show some of the most common situations encountered in San Francisco. They present in written and graphic terms the design values which should be protected or obtained.

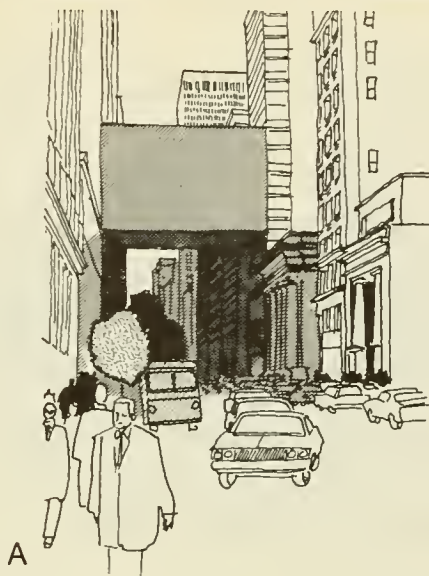
URBAN DESIGN PRINCIPLES FOR STREET VIEWS AND SPACE

1 STREET SPACE IS AN IMPORTANT PUBLIC RESOURCE THAT PROVIDES LIGHT, AIR, PRIVACY, UTILITIES AND CONVENIENCE OF ACCESS TO PROPERTY AND IS USED TO SECURE SAFETY FROM FIRE AND OTHER DANGERS.

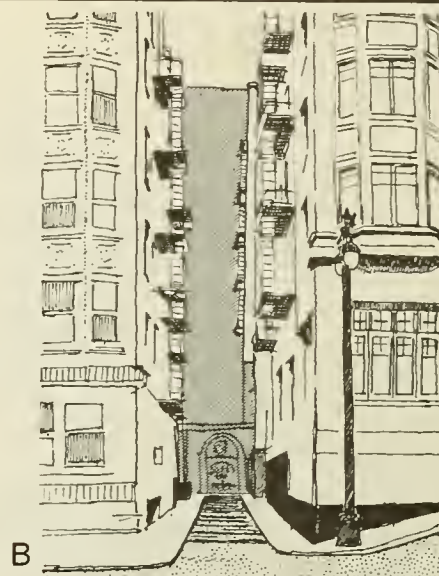
COMMENT (A): Building development in or over street spaces can often remove a critical source of light and air. In high density, tall building areas such as the downtown, Chinatown or parts of the Mission, the result might be particularly disturbing.

COMMENT (B): In San Francisco, the alleyways and small street spaces are often one of the few means for truck deliveries, etc., to get out of the main stream of traffic. Therefore, vacation of them might only add to the congestion of other city streets.

COMMENT (C): Street and alley spaces usually accommodate many fire exits from abutting properties. Blocking these spaces may constitute a public danger.



A



B



C

2 BLOCKING, CONSTRICTING OR OTHERWISE IMPAIRING PLEASING VIEWS OF THE BAY OR OCEAN, DISTANT HILLS OR OTHER PARTS OF THE CITY CAN DESTROY AN IMPORTANT CHARACTERISTIC OF THE CITY'S UNIQUE SETTING AND QUALITY.

COMMENT (A): A building in this street would interrupt an important visual connection.

COMMENT (B): Introducing new street patterns in large projects can also result in blocking important views from surrounding streets.



A



B

3

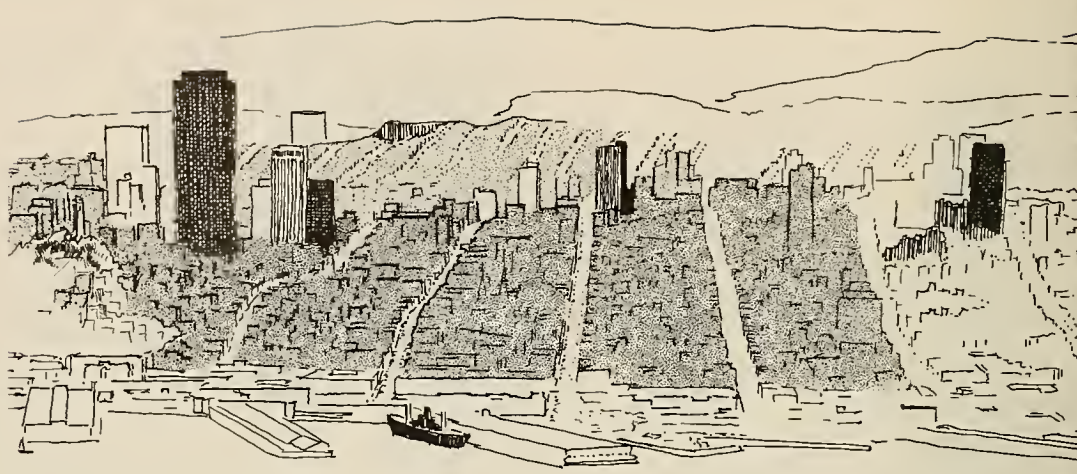
STREET SPACE SERVES AS A MEANS TO CONTROL AND REGULATE FUTURE GROWTH AND DEVELOPMENT OF THE CITY BY:

- a) PROTECTING AGAINST THE ACCUMULATION OF OVERLY LARGE PARCELS OF PROPERTY UNDER SINGLE OWNERSHIP ON WHICH MASSIVE BUILDINGS COULD BE CONSTRUCTED;
- b) INDIRECTLY CONTROLLING THE VISUAL SCALE AND DENSITY OF DEVELOPMENT;
- c) MAINTAINING CONTINUITY OF FACADES AND SPACE ON STREETS WHERE DESIRABLE.

COMMENT (A): In many areas of San Francisco the streets and alleys help to maintain the existing scale of buildings. Development in or over the street could be detrimental to the design character of the city.

COMMENT (B): Once vacated, a street space could be built upon to the density allowed. In some critical areas of the city the addition of dwelling units on vacated street areas might be felt acutely.

COMMENT (C): Development in the street right-of-way may have a negative effect on street facade continuity.

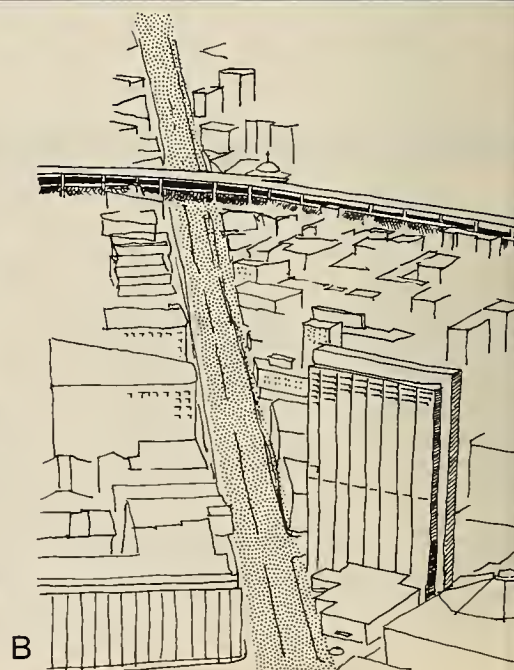


4

CERTAIN STREET SPACES BY THEIR NATURE ARE IMPORTANT CITY FORM ELEMENTS THAT GIVE IDENTITY TO DISTRICTS AND ORDER TO THE CITY FORM.

COMMENT (A): Building development on or over Columbus Avenue could have a negative design effect on this area of the city.

COMMENT (B): The continuity of Market Street is interrupted by the freeway crossing.

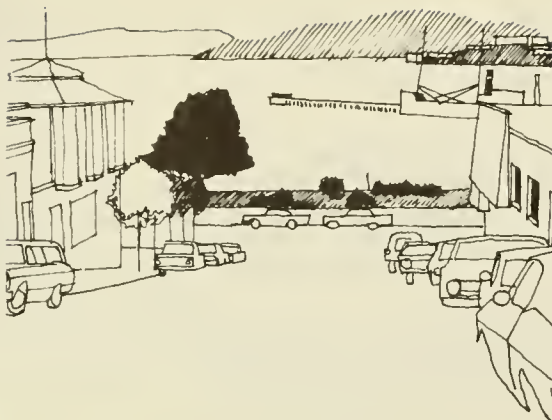


5

VIEWS FROM THE STREETS CAN PROVIDE A MEANS OF ORIENTATION AND HELP THE OBSERVER TO PERCEIVE THE CITY AND ITS DISTRICTS.

COMMENT (A): Street rights-of-way carried through to water allow views directly to waterfront, and a sense of contact with the waterfront to the surrounding area.

COMMENT (B): The freeway over Fulton Street has almost destroyed an important view used by motorists for enjoyment and orientation.



A



B

6

TRADITIONAL STREET PATTERNS AND SPACES CAN OFTEN BE CRITICAL TO MAINTAINING AN APPROPRIATE SETTING FOR HISTORICAL, ARCHITECTURAL AND AESTHETIC LANDMARKS, BUILDINGS OR AREAS.

COMMENT: Development in a street space abutting historic buildings would destroy the setting. Blocking a street view would be objectionable when it is one that frames an important building or landmark.

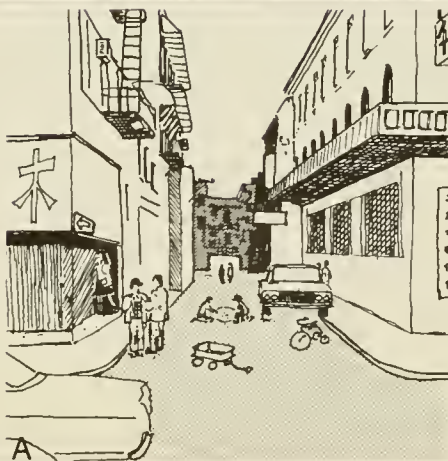


7

STREET SPACE IS AN IMPORTANT FORM OF PUBLIC OPEN SPACE, ESPECIALLY IN AREAS THAT HAVE A HIGH DENSITY OF POPULATION, A HIGH PERCENTAGE OF BLOCKS COVERED WITH BUILDING AND A DEFICIENCY IN PUBLIC RECREATION SPACE.

COMMENT (A): Alleyways in Chinatown and in the Mission District often serve as recreation places for residents. Vacation of them for buildings could remove this important resource.

COMMENT (B): In many cases the street space can be easily improved with landscaping amenities.



A



B

8

IN GENERAL, DEVELOPMENT IN OR OVER A STREET IS NOT DESIRABLE. IN SOME CASES DEVELOPMENT CAN BE APPROPRIATE IF THE URBAN DESIGN PRINCIPLES RELATING TO STREET VIEWS AND SPACE ARE NOT VIOLATED.

COMMENT (A): Street space may be used for public parks and landscaped areas in San Francisco such as on steep hillsides, stub ends, or on streets unneeded for vehicular traffic.

COMMENT (B): If there is no loss of public benefits and the intent of the urban design principles, such as preservation of views, light and air, is not violated, air rights might be used for small-scale overhead pedestrian crossings.

COMMENT (C): If the location is appropriate to the civic importance of the use and nature of the structure, and provided the location is consistent with the public interest, street space might be vacated or encroached upon for public or semi-public structures.

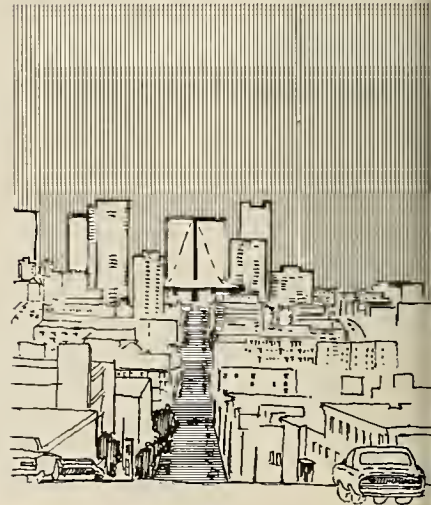
A



B



C



F. PROPOSED POLICY FOR PROTECTING STREET SPACE

Based on the public importance of street space, the pressures affecting this space for change, and the proposed Design Principles on Street Space, the following policy is proposed:

ANY CONSIDERATION OF PROPOSED STREET VACATIONS SHOULD TAKE INTO ACCOUNT PUBLIC VALUES SUCH AS AESTHETIC AND VISUAL FACTORS, VIEWS, OPEN SPACE NEEDS, AND DENSITY AND BULK FACTORS, AS WELL AS THE USUAL STREET PURPOSES SUCH AS VEHICULAR, PEDESTRIAN AND UTILITY ACCESS.

(A) ANY STREET VACATION OR VACATION OF AIR RIGHTS ABOVE A STREET WOULD NOT BE RECOMMENDED IF THIS VACATION WOULD:

Be detrimental to vehicular or pedestrian circulation;

Interfere with access to private properties;

Inhibit fire protection or other emergency access, or interfere with the distribution of utilities without compensation;

Reduce amenity by closing off a view corridor or eliminating a view point;

Eliminate open space which might conceivably be used for public landscaping or public recreation;

Eliminate a street adjacent to a public use, such as a park, where it might be advantageous to the public use to keep the entire street width under public control;

Eliminate a street that has formed the basis for creation of lots or construction of buildings according to standards that would be violated by removal of the street;

Enlarge a property for the purpose of permitting additional dwelling units;

Reduce public open street space in areas of high building intensity such as Downtown without an equivalent amount and quality of open space being provided, reasonably accessible for public enjoyment;

Remove significant natural features or be detrimental to the surrounding scale and character of development;

Adversely affect any element of the Master Plan or of area plans and other plans of the Department of City Planning;

Eliminate a street in any situation where the future use of the vacated area and the property of which it becomes a part is unknown.

(B) REVOCABLE PERMITS AND STREET VACATIONS MAY BE CONSIDERED FAVORABLY WHICH DO NOT VIOLATE THE ABOVE CRITERIA AND WHICH ARE:

Part of resubdivisions, redevelopment projects, or other projects involving assembly of a large site where a new and improved street pattern will be substituted for the old street pattern;

Industrial projects where the existing street pattern has no relation to the requirements of modern industrial operations, if the vacation is compatible with the needs of through traffic;

Part of a land assembly project for a public use, if the vacation is acceptable on the same terms as are applied to private petitioners for street vacations;

For public or semi-public structures if the location is appropriate to the use and nature of the structure and it is consistent with the public interest;

1. The first step in the process of the development of a new product is the identification of a market need. This is done by conducting market research and analyzing the results to determine the specific requirements of the target market.

2. The second step is the design and development of the product. This involves creating a detailed specification of the product and then developing a prototype that can be used to test the design and make any necessary adjustments.

3. The third step is the production of the product. This involves setting up a manufacturing process that can produce the product in large quantities at a reasonable cost. This may involve the use of specialized equipment and skilled labor.

4. The fourth step is the distribution of the product. This involves finding a way to get the product to the target market. This may involve using a distributor or selling the product directly to the end user.

5. The fifth step is the evaluation of the product. This involves monitoring the sales and performance of the product in the market and making any necessary adjustments to the design or production process.

6. The sixth step is the promotion of the product. This involves creating a marketing plan that will promote the product and attract customers. This may involve advertising in the media, using sales representatives, or other promotional techniques.

7. The seventh step is the maintenance of the product. This involves ensuring that the product is of high quality and that it meets the needs of the target market. This may involve providing customer support and making any necessary repairs or improvements.

8. The eighth step is the evaluation of the overall success of the product. This involves comparing the actual performance of the product to the goals that were set at the beginning of the process. This may involve analyzing sales figures, customer feedback, and other relevant data.

9. The ninth step is the discontinuation of the product. This involves deciding when to stop producing and selling the product. This may be done for a variety of reasons, such as changes in market demand or the availability of new technology.

For small-scale pedestrian crossings, when the design conforms to the intent of the urban design principles of the Master Plan;

To develop further the potential of the street space for pedestrian movement, view protection and enhancement, pedestrian amenity and open space or other factors that enhance the desirable quality and unique character of the city.

THE LEAST EXTENSIVE AND LEAST PERMANENT RELEASE OF PUBLIC RIGHTS IN STREET AREAS SHOULD BE RECOMMENDED APPROPRIATE TO EACH CASE, AND VACATION OF SUCH SPACE ONLY SHOULD BE RECOMMENDED WHEN REVOCABLE PERMITS OR OTHER LESSER DEVICES WOULD NOT ACCOMPLISH THE DESIRED PURPOSES.

THE CRITERIA INDICATED IN THIS POLICY SHALL BE USED, WITH THE URBAN DESIGN PRINCIPLES OF THE MASTER PLAN, IN ANALYSIS AND RECOMMENDATIONS CONCERNING ALL REQUESTS FOR VACATION OR OTHER RELEASE OF STREET AREAS. SITUATIONS NOT SPECIFICALLY DESCRIBED IN THIS POLICY SHALL BE INTERPRETED IN THE LIGHT OF THIS POLICY AND THE URBAN DESIGN PRINCIPLES OF THE MASTER PLAN.

IV. PROPOSED URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

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C. SPECIFIC CRITERIA CONSIDERED IN THE LOCATION OF TALL BUILDINGS	IV/4
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IV. PROPOSED URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

A. INTRODUCTION

The height of buildings is a familiar subject to most San Franciscans. Because of the city's distinctive topography and its predominantly low-rise buildings, changes in height can be particularly noticeable. Further, these changes pose serious questions: San Francisco's intense pattern of urban development makes sunlight and views important amenities, ones which can be lost or diminished by inappropriately located high-rise buildings. Because of these and other reasons, the height of buildings is an important urban design concern.

At present, nearly 95 percent of the city's buildings are less than 40 feet in height. This characteristic is a rarity because it is seldom found so consistently or so uniformly in other major cities. It is an asset, too, for this pattern of low buildings combines well with the city's hills, providing views while preserving a sense of the underlying natural terrain.

On the other hand, that five percent of the city's buildings which are tall are quite noticeable. Frequently they become the focal points of citywide concern and discussion. This interest is quite understandable, because a new high-rise building is more than just one more new building in the city's already dense patterns of development; it is usually a replacement for lower and smaller structures. Consequently, it represents a marked change to the generally low-rise character of San Francisco's buildings.

The effect of high-rise development is dramatically expressed in the city's Northeast district. Indeed, nearly 10 million square feet of new construction has occurred here in the past six years. Most of this new space contributes to the city's visual vitality. Nevertheless, some high-rise structures have not been positive additions: some create excessive shadows that blanket parks or plazas. Others impair views of the Bay or of the hills, and still others detract from the historical character of nearby areas.

This section on building heights deals with the question posed by many interested San Franciscans: "Where should the height of buildings remain low, and where, at least from a broad urban design viewpoint, would greater building height benefit the city?" The concern which underlies this question has been a long-standing one, and

ПОЛТОЦКОЕ. 15

it is important to stress that San Franciscans have done much to preserve their city's character and yet still provide for changes and improvements. Already, the city's many special height limit districts stand as clear statements of where the height of buildings has been recognized as an important factor in the city's environment.

Until this point, however, height limit districts and similar provisions have not been related to a citywide design framework or to a set of citywide urban design goals and objectives. The recommendations of this section provide such a series of urban design considerations. They could act as a design basis for determining the location and range of appropriate building heights throughout the city and are aimed toward enhancing the city's existing environmental assets, including its historical character, its excellent views, and the distinctive harmony which exists between relatively low buildings and the hills upon which they sit.

The guidelines proposed here are the result of several considerations. First, urban design principles were used to indicate the types of effects tall buildings can have within a city's present patterns of development. For instance, tall buildings will not block existing views and can enhance the form of hills if these buildings are located at the tops of hills.

Next, a series of eight criteria was developed to evaluate where taller buildings would or would not contribute to San Francisco's specific topography, street system, and patterns of development. For instance, one criterion indicates where present conditions are harmonious and taller buildings would be disruptive. This criterion would indicate that Telegraph Hill and Mount Davidson should remain in their present condition: Telegraph Hill already has a well-established and pleasing character and should not be considered for tall buildings. Similarly, Mount Davidson already has a consistent and uniformly low-rise development, one which should not be interrupted with tall buildings.

Lastly, the height of existing development throughout the city was examined to determine suggested ranges of height for future buildings. For instance, many areas of the city depend on low building heights to provide a desirable living environment. For example, low building heights allow ample amounts of sunlight to streets and adjacent yards. Further, low-rise buildings complement hilly terrain and frequently provide extensive views, both of which can be important assets to the harmony of a neighborhood or district. In cases such as these, taller buildings may be inappropriate.

In summary, the proposed height guidelines for buildings are based on several considerations, including: 1) urban design principles which indicate opportunities and visual effects; 2) eight design criteria which act as filters to determine where San Francisco's topography and existing physical development should remain without taller structures; and 3) the existing pattern of building heights, which is used to arrive at suggested ranges for the building height guidelines.

Since these guidelines rely primarily on design considerations, they are only one of a number of factors which quite rightly enter into definitive resolutions such as height limit districts. The guidelines are set forth, then, for discussion and review as a citywide design basis for indicating where taller buildings should or should not be located.

B. URBAN DESIGN PRINCIPLES

Urban design principles are general statements which are applicable to most cities. As abstractions they constitute the basis rather than the specific details of design proposals. They are used in this fashion for the proposed height guidelines, outlining two types of situations:

1. Where the height of buildings can be increased and where this increase will produce desirable spatial or visual effects.

2. Where the height of buildings should remain relatively low to preserve existing amenities such as views.

is necessary, and therefore, the following are suggested for the design of the building: (1) the building should be designed to provide a high degree of flexibility in its use; (2) the building should be designed to provide a high degree of security; (3) the building should be designed to provide a high degree of comfort; and (4) the building should be designed to provide a high degree of safety.

The design of the building should be based on the following principles: (1) the building should be designed to provide a high degree of flexibility in its use; (2) the building should be designed to provide a high degree of security; (3) the building should be designed to provide a high degree of comfort; and (4) the building should be designed to provide a high degree of safety.

1. General Design Principles

The design of the building should be based on the following principles: (1) the building should be designed to provide a high degree of flexibility in its use; (2) the building should be designed to provide a high degree of security; (3) the building should be designed to provide a high degree of comfort; and (4) the building should be designed to provide a high degree of safety.

1. Where the design of the building is based on the following principles: (1) the building should be designed to provide a high degree of flexibility in its use; (2) the building should be designed to provide a high degree of security; (3) the building should be designed to provide a high degree of comfort; and (4) the building should be designed to provide a high degree of safety.

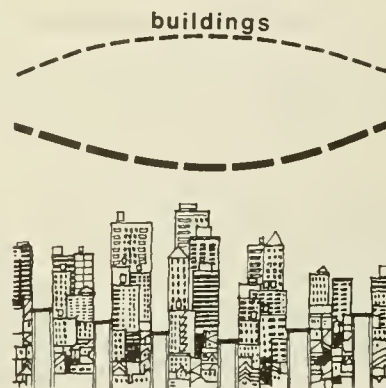
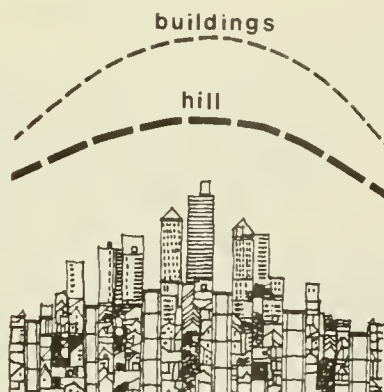
2. Where the design of the building is based on the following principles: (1) the building should be designed to provide a high degree of flexibility in its use; (2) the building should be designed to provide a high degree of security; (3) the building should be designed to provide a high degree of comfort; and (4) the building should be designed to provide a high degree of safety.

URBAN DESIGN PRINCIPLES FOR THE HEIGHT OF BUILDINGS

1

WHEN LOCATED AT OR NEAR THE TOPS OF HILLS, TALL BUILDINGS WILL STRENGTHEN AND DRAMATIZE THE FORM OF HILLS AND WILL PROVIDE AND ENHANCE GOOD VIEWS. CONVERSELY, WHEN LOCATED AT THE BASE OF HILLS OR IN THE VALLEYS BETWEEN THEM, TALL BUILDINGS WILL OBSCURE THESE HILL FORMS AND OBSTRUCT VIEWS FROM THEIR SLOPES.

COMMENT: Only portions of hilltops are considered for applying this principle. In some instances, such as Russian Hill, there should be an area of lower buildings at the center in order to regulate the intensity and spacing of higher buildings. Too many tall structures in one area tend to be a self-defeating condition, denying views and sunlight to their surroundings.



2

WHERE LARGE PARKS OCCUR AT TOPS OF HILLS, SURROUNDING LOW-RISE BUILDINGS WILL PRESERVE VIEWS AND MAINTAIN THE VISIBILITY OF THE PARK'S NATURAL VEGETATION AND LAND FORMS FROM OTHER AREAS OF THE CITY.

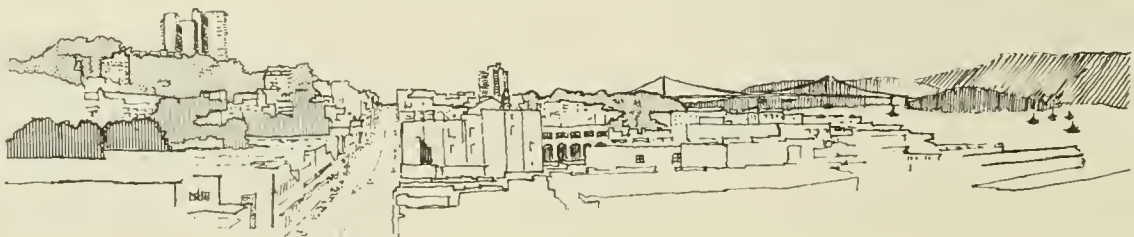
COMMENT: Areas around Mount Davidson and Twin Peaks should remain in their present low-development pattern. In this fashion the hilltops will remain as citywide focal points of natural landscape, much the same as Telegraph Hill's summit functions for the city's North Beach area.



3

BUILDINGS WHICH ARE KEPT LOW AT THE WATERFRONT WILL INSURE THE MAXIMUM VIEWS OF THE WATER FROM THE HILLS AND OF THE HILLS FROM THE SHORELINE.

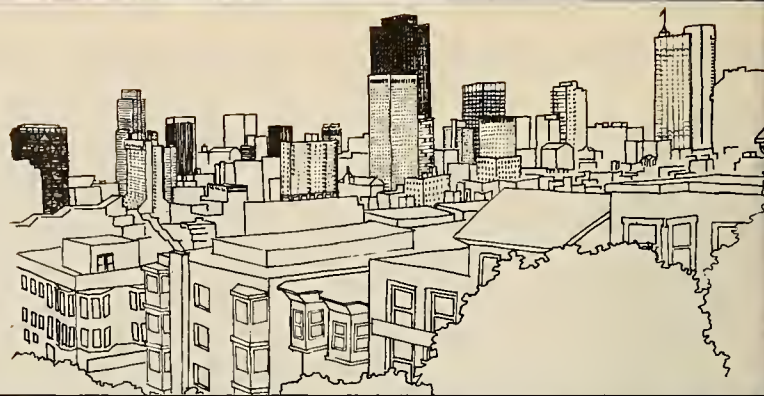
COMMENT: This principle illustrates a traditional pattern of San Francisco's development and is reflected in the graduated height limits now in effect for the Northern Waterfront.



4

TALL, HIGHLY VISIBLE BUILDINGS THAT HARMONIZE WITH THE COLOR AND PATTERN OF EXISTING DEVELOPMENT WILL CONTRIBUTE TO THE OVERALL VISUAL UNITY OF THE CITY.

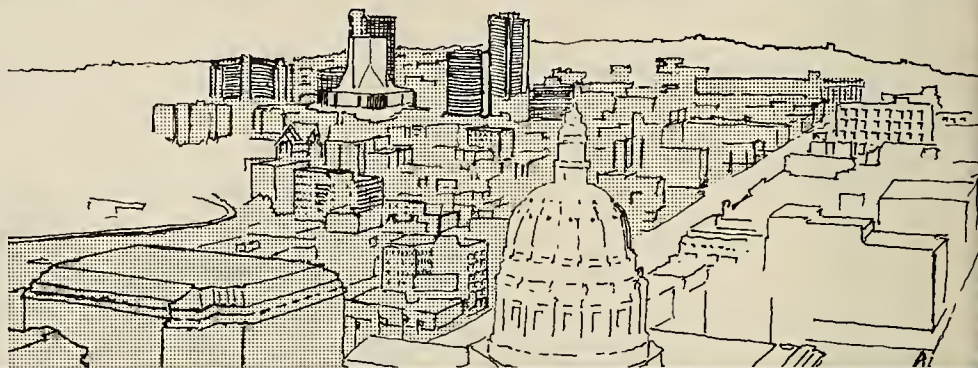
COMMENT: This principle can be illustrated in the comparison of the Hartford Building and the Bank of America Building. The former building blends with the generally light-toned color of its surroundings; the latter does not.



5

UNIQUE FORMS IN TALL BUILDINGS ARE APPROPRIATE IN THE VISUAL ENVIRONMENT WHEN THEY SIGNIFY MAJOR COMMUNITY FACILITIES.

COMMENT: The famous and distinctive forms of City Hall and Saint Mary's Cathedral are symbolic of their unique public use and importance. Office buildings, hotels, apartment towers and other private structures should not seek a visual importance out of scale with their social importance.



6

GRADUAL TRANSITIONS IN THE HEIGHT AND MASS OF STRUCTURES FROM LOW-RISE SMALL SCALE AREAS TO HIGH-RISE MORE MASSIVE AREAS WILL REDUCE THEIR VISUAL CONTRAST AND CAN PROVIDE PLEASING CONTINUITY BETWEEN THE AREAS.

COMMENT: Several examples of this principle exist in San Francisco: the change in scale from the Marina area and Fort Mason up to Pacific Heights and the journey from Point Lobos to Market Street along Geary Boulevard. Both progressions have the same sequence of starting in relatively dispersed and low-rise development and ending in clusters of high-rise buildings.



7

ABRUPT TRANSITIONS IN HEIGHT AND MASS CAN BE DIMINISHED IF THE MASS OF A TALL BUILDING IS COMPOSED OF ELEMENTS THAT REFLECT THE SCALE OF ADJACENT SMALLER BUILDINGS.

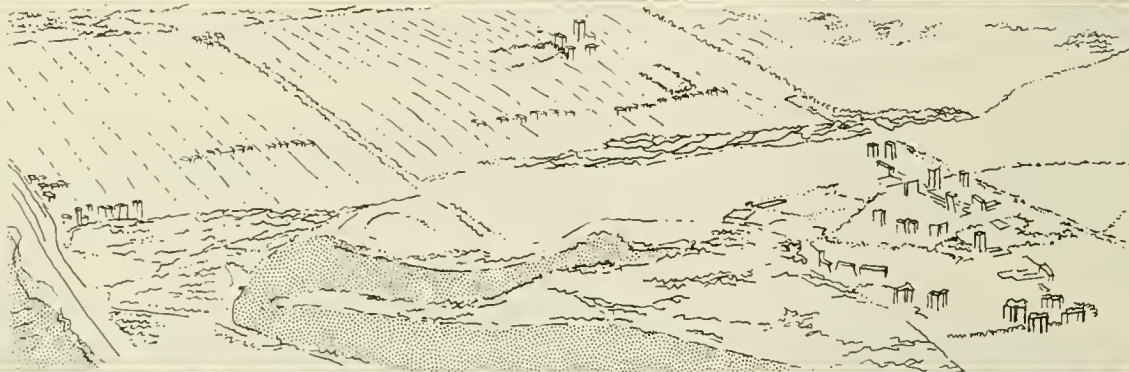
COMMENT: Smooth scale transition is especially desirable to preserve the character of residential areas. The apartments at the end of Lurmont Terrace blend well into the small scale buildings that cover much of Russian Hill.



8

IN AREAS OF THE CITY LACKING VARIED TOPOGRAPHY OR VARIED PATTERNS OF DEVELOPMENT, THE INTRODUCTION OF HIGHER BUILDINGS CAN IMPROVE THE ATTRACTIVENESS OF THE AREA'S VISUAL PATTERN.

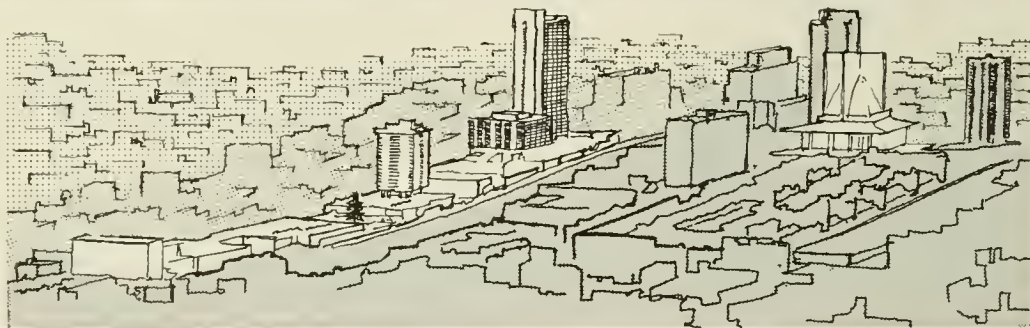
COMMENT: Extensive areas of generally flat land and uniform development could have taller buildings at appropriate points to add focal points and interest to an otherwise visually uninteresting panorama. The Park Merced Towers serve as a focal point in the Ingleside and Sunset Districts.



9

HIGHER BUILDINGS CAN ENHANCE THE VISUAL DEFINITION OF EITHER THE EDGES OR CENTERS OF ACTIVITY OF DISTRICTS OF THE CITY.

COMMENT: This can be illustrated on a very large scale by noting how the concentration of high-rise towers in the downtown district identifies the city's busiest and most active section. On a smaller scale, the combination of towers of high-rise buildings about the Japanese Cultural Center marks the Western Addition area.



10

HIGH BUILDINGS CAN PROVIDE USEFUL ORIENTATION POINTS IF THEY ARE VISIBLE FROM PARTS OF THE CITY'S ARTERIAL STREET SYSTEM.

COMMENT: Clear identification of destination points provides a means of orientation for the driver both along the way and upon arrival. The visibility of downtown from most approaches makes it easy to find. In contrast, the relative invisibility of San Francisco State makes it difficult to find the first time.



C. SPECIFIC CRITERIA CONSIDERED IN THE LOCATION OF TALL BUILDINGS

The urban design criteria which follow relate the previously discussed design principles to specific conditions found in San Francisco. A set of eight criteria, expressed in graphic form, provides a way to assess where tall buildings could visually benefit the city and, conversely, where the height of development should remain low.

MAP A: WHERE TALL BUILDINGS COULD ENHANCE SKYLINE VIEW. This map indicates where tall, slender buildings would add to the visual interest of areas of the city having expanses of generally uniform and visually undistinguished patterns of development. Tall buildings could contribute to these visual surroundings in a number of ways. For example, tall buildings on parts of Pacific Heights Ridge could create a pleasing skyline silhouette for views from both the Marina and Western Addition districts.

MAP B: WHERE TALL BUILDINGS COULD IMPROVE ORIENTATION FROM MAJOR STREETS. Some of the areas indicated on this map are major destination points but are hard to locate. San Francisco State College is a good example, particularly when approached from along Nineteenth Avenue.

MAP C: WHERE TALL BUILDINGS COULD ENHANCE SCULPTURAL FORM OF CITY. Distinctive portions of hills and valleys which could be emphasized with tall buildings are shown. Different groupings and types of tall buildings might be appropriate, depending upon the specific situation. For instance, single, isolated towers could be dramatic on specific hilltops and produce the same visual effect that Coit Tower creates on Telegraph Hill. In other areas, the form and spacing of tall structures become less critical. This is especially the case in flat terrain where tall buildings would not seriously interrupt views.

MAP D: WHERE TALL BUILDINGS COULD HELP DEFINE COMMUNITY AREAS. The information on this map indicates where tall buildings might assist in overcoming a lack of variety within some communities. Careful location of taller buildings might also highlight centers of community activity, such as local shopping districts.

MAP E: EFFECT OF TALL BUILDINGS ON VIEWS. Increased height would have a minimal or moderate negative effect on existing views in certain locations in the city. Map E identifies areas where tall buildings would interrupt relatively few views from nearby structures. Generally, views are least interrupted (minimal) when tall buildings are placed at the top of hills. A moderate effect is one

where tall buildings may interrupt part of an existing panorama but do not substantially block it. Frequently this occurs when structures are located on the slopes of hills.

MAP F: IMPORTANT LATERAL VIEWS FROM MAJOR STREETS.

This map indicates where important views exist along the city's arterial streets. These views should not be interrupted by tall buildings. As a result, appropriate heights for each view depend on the plane of vision from the roadway level. Elevated freeways, for example, offer a different plane of vision than one from roads in flat terrain.

MAP G: AREAS OF HEIGHT, SCALE AND BUILDING PATTERNS APPROPRIATE FOR PRESERVATION. There are certain areas in the city where it is important to preserve the present balance of scale and pattern of development. One way to preserve these areas is to set height guidelines which closely reflect the prevailing heights of structures in each area. The map also indicates extensive park areas should not have visible structures or structures which exceed the height of existing vegetation.

MAP H: DEVELOPMENT PRESSURE FOR TALL BUILDINGS.

This map indicates where tall buildings might be expected in the future, based on expressions of interest for development, proposals from property owners, or a functional need for more intense development.



WHERE TALL BUILDINGS COULD ENHANCE VIEWS OF SKYLINE

A



WHERE VIEWS OF TALL BUILDINGS WOULD IMPROVE ORIENTATION FROM MAJOR STREETS

- * TO IMPROVE CLARITY OF THE ROUTE
- TO IMPROVE ORIENTATION TO MAJOR DESTINATIONS
- GENERAL DIRECTION OF IMPORTANCE

B



WHERE TALL BUILDINGS COULD ENHANCE SCULPTURAL FORM OF CITY

- GENERAL HEIGHT DEVELOPMENT
- SLENDER TOWERS IN GENERALLY LOW DEVELOPMENT
- * SINGLE HIGH ELEMENT APPROPRIATE

C



WHERE TALL BUILDINGS COULD HELP DEFINE COMMUNITY AREAS

- HIGH RISE, 13 TO 30 STORIES
- ▨ MEDIUM RISE, 5 TO 12 STORIES

D



EFFECT OF TALL BUILDINGS ON VIEWS

- MINIMAL: Few views from nearby structures interrupted
- MODERATE: Some views from nearby structures interrupted

E



IMPORTANT LATERAL VIEWS FROM MAJOR STREETS

- HEIGHT LIMITS NECESSARY TO PRESERVE VIEWS
- ↔ GENERAL DIRECTION OF VIEWS

F



AREAS OF HEIGHT, SCALE, AND BUILDING PATTERNS APPROPRIATE FOR PRESERVATION

POTENTIAL FOR CHANGE

LOW: SMALL SCALE BUILDINGS REFLECTING TOPOGRAPHY

MEDIUM TO HIGH RISE: LARGE SCALE BUILDINGS IN GOOD RELATION TO TOPOGRAPHY

POTENTIAL FOR TALL BUILDINGS WITH PROPER RELATION TO TOPOGRAPHY & EXISTING BUILDINGS

TALL BUILDINGS INAPPROPRIATE

G



- EXISTING
- * HOSPITAL
 - * COLLEGE / UNIVERSITY
 - * APARTMENTS
 - SUBWAY STATION
 - HOTEL
 - OFFICE / COMMERCIAL

DEVELOPMENT PRESSURE FOR TALL BUILDINGS

- POTENTIAL
- ↗ DIRECTION OF EXPANSION PRESSURE

H

D. THE HEIGHT OF EXISTING DEVELOPMENT

Evaluating the prevailing height of existing buildings is an important step toward determining appropriate height ranges for the city as a whole.

Aerial photographs are one successful and essential tool for judging the visual effectiveness of a given range of heights. The oblique aerial photographs presented in this report are part of an extensive series made for the Department of City Planning. The photographs indicate the pattern of existing development and identify the actual height of exceptions to the prevailing pattern.



LOCATOR MAP



1 TO SOUTH OVER PACIFIC HEIGHTS

HEIGHT OF EXISTING DEVELOPMENT

FROM MARIN COUNTY





TO NORTH OVER DOWNTOWN
TO NORTH OVER POTRERO HILL



WEST FROM CIVIC CENTER TO TWIN PEAKS
TO EAST OVER VISITACION VALLEY





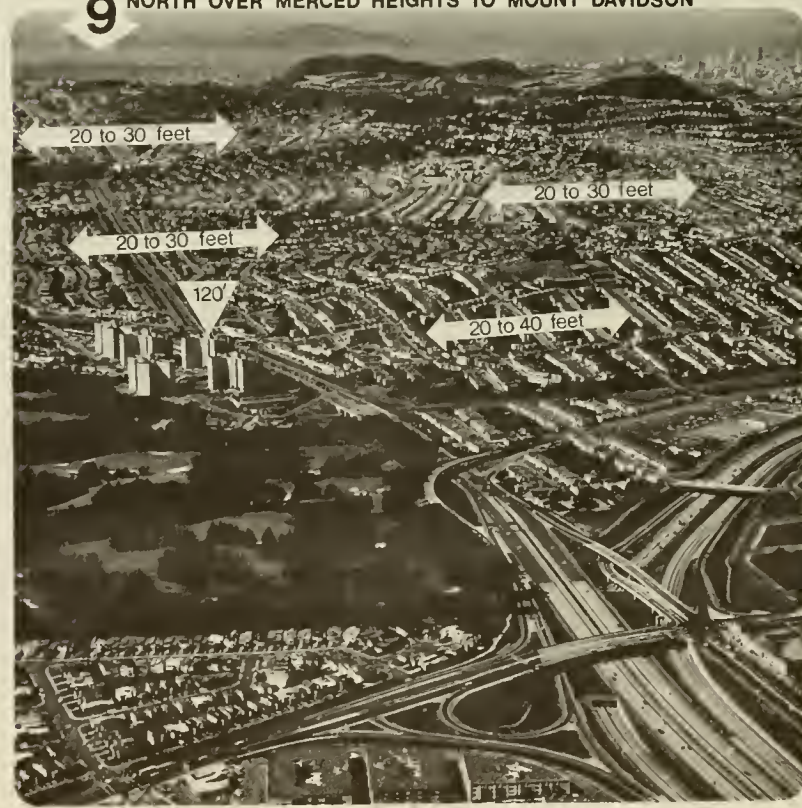
TO EAST OVER RICHMOND DISTRICT
TO NORTH OVER SUNSET DISTRICT

6
8



7
9

TO EAST OVER DIAMOND HEIGHTS
NORTH OVER MERCED HEIGHTS TO MOUNT DAVIDSON



E. PROPOSED URBAN DESIGN GUIDELINES FOR THE HEIGHT OF BUILDINGS

These suggested guidelines have evolved from a consideration of the several factors outlined in the foregoing section. They were derived by the application of design principles to areas of the city and from testing the appropriateness of these visual results by their agreement with the city's overall design goals and objectives. The basis of the guidelines is one of urban design considerations. Accordingly, the proposals are set forth primarily on design terms rather than on economic, social or political ones.

The form of tall buildings proposed for a given area is an important consideration. "Point towers" are frequently mentioned because their form or dimensions usually satisfies most of the visual conditions for light and views to both the proposed structure and its neighboring development. As envisioned they are tall, rather slender buildings, generally having a height to width ratio of three (or more) to one, and whose width (in predominantly residential areas) is generally not more than 80 feet. A good example of such point tower forms are the square high-rise buildings in the Golden Gateway Project. In addition to point towers, however, there are other building forms which might be quite appropriate for certain areas of the city. For example, a large structure whose form was so shaped and modulated as to blend harmoniously with the pattern of existing development and the shape of the land might be quite acceptable.

The ranges of height proposed for each area of the city are shown in the map "PROPOSED URBAN DESIGN GUIDELINES FOR THE HEIGHT OF BUILDINGS". These guidelines intentionally show ranges rather than specific heights. They are the basic set of height guidelines and reflect the combined use of urban design principles, specific sets of design criteria, and the height of existing development. These guidelines are not height limits. They have been intentionally expressed on the map in a generalized form so that discussion can focus on the intent of the proposals rather than on their precise boundaries.

To facilitate review, significant points in these guidelines are listed for each of the city's planning districts:

MARINA DISTRICT:

Along Lombard Street: Buildings along this commercial street could be built to a height of up to 65 feet without interrupting views.

Along Van Ness Avenue and Polk Street: The existing 105 foot height limit exceeds the appropriate range of 41 to 88 feet. This lower range would preserve the important visual amenities found in the present small-scale development at the base of Russian Hill. Within this general range, a maximum height of 80 feet is suggested.

Along Union Street: A 40 foot height would be more appropriate than the 65 feet allowed by the present limit. The lower height would help to preserve the present scale of the street.

The Presidio: Only low buildings are appropriate here. Low height would preserve existing views from other points in the city and preserve the character of this park-like area. North of Doyle Drive, building heights should not exceed the level of the freeway and its elevated approach ramps; these heights should gently decrease from the roadway elevation toward the Bay.

NORTHEAST DISTRICT:

Between Lafayette Park and Nob Hill: Heights of buildings should decrease from both hilltops to Polk Street. This guideline would accentuate the form of the hills and permit open, uninterrupted views to exist between them.

Between Russian Hill and Nob Hill: A similar procedure is proposed to articulate these two distinct hill forms. The heights of buildings should decrease from both hilltops to the valley between them. However, the tops of these hills should have different forms of high-rise structures. To some degree Nob Hill should reflect the more massive structures found in the nearby commercial districts, while Russian Hill should continue to emphasize the slender point towers that are more harmonious with the scale of surrounding residential development.

The North Beach and Northern Waterfront areas: All the existing height limits reflect appropriate height guidelines.

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DOWNTOWN DISTRICT:

The Downtown Areas: The existing C-3 zoning districts differentiate parts of the downtown area by applying different floor area ratios to each functional area, and to a certain degree help to concentrate the highest structures in the vicinity of Market Street BART stations.

The Portsmouth Corridor: This area, between Clay and Washington Streets, should be a transition zone between the 65 foot height limit in Jackson Square and the prevailing height of development in the more central areas.

WESTERN ADDITION DISTRICT:

The ranges of height proposed here would maintain the bowl-like land forms of this district. Areas of greater height should occur at the edges of this district, particularly at Cathedral Hill, Lafayette Park, Alta Plaza Park, Masonic at Geary, and Alamo Square. Lower height should occur in the central areas of the district.

RICHMOND DISTRICT:

Geary Boulevard: A guideline favoring heights up to 88 feet would accentuate the boulevard's commercial activities. An area of increased height, up to 250 feet, would be appropriate at Arguello Boulevard if this area were proposed as a site for a rapid transit station. At the western end of Geary Boulevard there might be point tower developments in the vicinity of Geary and Forty-third Avenue and near Washington High School. Higher buildings in these two areas would enhance skyline views and act as orientation points.

Fulton Street: Higher development is proposed in the vicinity of major entrances and exits from Golden Gate Park. The area of greatest height should be near one of the Park's principal auto entrances at the intersection of Park Presidio Boulevard and Fulton Street.

In the vicinity of Saint Ignatius Church (Fulton Street and Parker Avenue): The dome of the church is an important visual element which should remain clearly visible. Accordingly, adjacent buildings should not be higher than the base of the church's dome.

OUTER SUNSET DISTRICT:

Lincoln Way and Nineteenth Avenue: A cluster of higher structures here would visually indicate this area's importance as the southern gateway to Golden Gate Park.

Irving Street and Sunset Boulevard: Higher buildings would mark the entrance area to the Park.

Great Highway and Sloat Boulevard: Tall buildings here would emphasize the location of a major destination point (Fleishhacker Zoo), and would provide a needed orientation point for both the Great Highway and Sloat Boulevard.

Near Sunset Reservoir: The area between Nineteenth Avenue and the east side of the reservoir could accommodate point towers which would serve as orientation points or landmarks from Nineteenth Avenue. Further, towers at this location could take advantage of the potential open space provided by the reservoir.

INNER SUNSET DISTRICT:

University of California Medical Center: The height of buildings should increase from the Park up to the present height of the medical center's towers. In order to preserve views, high-rise development should not extend west of Sixth Avenue.

Stonestown-Park Merced Area: The tallest structures for this area should be located at San Francisco State College, currently an important but undefined destination point.

Merced Heights: Point towers here would accentuate this district's topography, as well as provide an important gateway and orientation point for the large volume of traffic entering San Francisco.

Intersection of John Muir Drive and Skyline Boulevard: A single tall structure at this intersection would provide a needed and dramatic entry point to the city, as well as act as an important element in the composition of views from both the Ingleside and Sunset districts.

Ocean, Geneva and Southern Freeway Interchange Area: The suggested guidelines in this area would allow relatively high buildings and more intense development to occur near the BART station and City College of San Francisco.

Mission Street: In the vicinity of Ocean Avenue, slightly higher buildings could reflect the area's commercial activities.

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McLaren Park Area: Future development of point towers along the north ridge of the Park would provide orientation points, enhance views, and permit occupants to have direct access to ample recreation facilities.

MISSION DISTRICT:

Areas in the vicinity of BART stations at both Sixteenth and Twenty-fourth Streets might well have higher development than elsewhere in the district. Tall buildings here would reflect the more intensive activity expected to occur at these destination points. The height guidelines differ between the two stations because of topographic and view constraints.

Fairmount-Glen Park Area: Point tower developments proposed here would articulate the crest of the ridge and afford excellent views of surrounding hills. Further, these towers would be a dramatic focal point for many parts of the Mission District and the Southern Freeway.

San Francisco General Hospital: High-rise towers would indicate the importance of this facility as a landmark, as a destination point, and as a visual focal point.

Upper Market Street to Castro Street: Slight increases in relative heights are proposed for those blocks facing Market Street. These increases are suggested in order to stress this district's commercial character.

SOUTH BAYSHORE DISTRICT:

Hunters Point Ridge Area: Isolated point tower developments proposed here would emphasize the topography, provide views, and act as orientation points. Two such towers are planned as part of the Hunters Point Redevelopment Project.

Industrial Areas: Buildings here should be low to preserve existing views and to maintain the form of Bayview Hill, Hunters Point Ridge, and Mount Saint Joseph.

SOUTH OF MARKET DISTRICT:

Industrial Areas: Because this district is extensive and because its buildings are relatively low in height, future buildings should be higher in some areas to provide variety and interest.

When the Government of India is asked to consider the possibility of a new district, it is not only the Government of India but also the Government of the Province concerned which must be consulted.

It is, therefore,

that in the exercise of their powers of administration, the Government of India and the Government of the Province concerned must have regard to the interests of the people of the Province and the interests of the Government of India. The Government of India must also have regard to the interests of the Government of the Province and the interests of the people of the Province.

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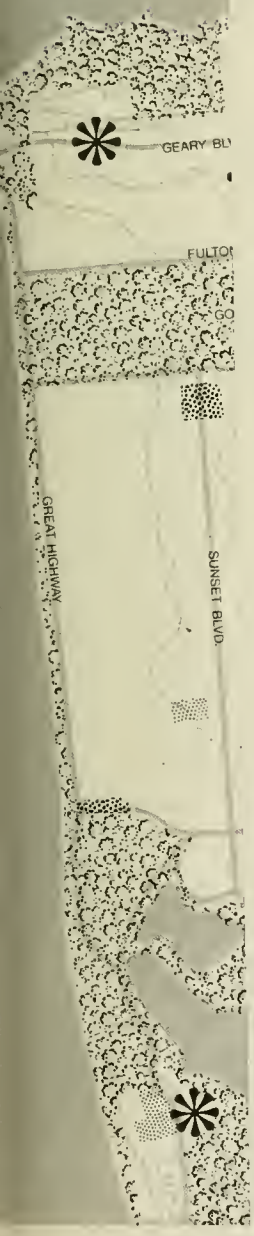
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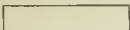




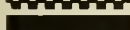
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PACIFIC OCEAN



	0-4
	41-8
	89
	161
	241
	NO

F. IMPLEMENTATION

This set of height guidelines is a proposal for review by interested citizens and community groups. Its focus has been on the desirable height of tall buildings; its intent has been to isolate and indicate where taller structures might go in the city and where they should not be located; and its concern has been from a citywide urban design viewpoint. The principal goal is to ensure that tall buildings act as contributions to rather than as detractions from the city's existing fabric of predominantly low structures.

Few cities have the magnificent visual assets found here. These assets, the products of natural and man-made forms, are priceless -- and they are all too easily lost. San Francisco's EXISTING HEIGHT CONTROLS (map) are only part of a continuous effort to protect the investment that both past and present residents have made to preserve the unique character of their visually incomparable city.

The guidelines, then, are a step toward consideration of height on a comprehensive and citywide basis. As one can see, they would provide for future buildings and yet preserve presently harmonious areas. The accompanying map, RELATION OF PROPOSED HEIGHT GUIDELINES TO EXISTING HEIGHT LIMITS, compares the guidelines with present conditions. In some areas existing height limits may not provide sufficient protection. For instance, to preserve the character and scale of Union Street's shopping district a height of 40 feet might be more appropriate than the 65 feet presently permitted. There are also extensive areas of the city without a specified height guideline. Many of these should be protected from adverse types of development. At present, heights in these areas are either uncontrolled (State and Federally owned land), or indirectly controlled by floor area ratios.

After appropriate citizen review, there are two steps necessary to turn these guidelines into concrete action. The first is to have them adopted as an amendment to the City's Master Plan. This action by the City Planning Commission would not alter existing height limits. Instead it would establish that the height principles or guidelines (or both) would be: 1) the basis for evaluating the urban design effects of tall buildings; 2) a statement of where tall buildings should or should not be located; 3) a major part of the rationale for detailed height limits in specific areas of the city.

After amendment of the Master Plan, these guidelines could be carried out through ordinances on a gradual basis. Adoption of new height limits as amendments to the City

Planning Code would require reclassification hearings by the City Planning Commission and Board of Supervisors. The accompanying map, PRIORITIES FOR RE-EVALUATION OF EXISTING HEIGHT CONTROLS, shows those areas which should have priority for consideration. Of most immediate priority are those sections of the city subject to present or potential pressure for development. While such pressure will not always result in tall buildings, appropriate and timely height guidelines will be needed to ensure that development benefits the city rather than detracts from it. Of next priority are those sections of the city which have no limitations other than the floor area ratios because this type of control can permit very high buildings if they are located on large sites. The third priority for consideration should be increases in height limits in areas where greater height may be appropriate.

In summary, there is a need for implementing more inclusive height guidelines on a citywide basis. Those proposed in this section of the report have responded to this challenge in two ways: one, by acting affirmatively to state where and how tall buildings could complement the city's physical environment; and two, by acting just as aggressively to state where the present pattern of low buildings should not be interrupted with taller structures.

PACIFIC OCEAN

SAN FRANCISCO BAY



SPECIAL HEIGHT LIMIT DISTRICT

35 FT. MAXIMUM FOR R-1-D AND R-1 DISTRICTS

40 FT. MAXIMUM FOR R-2, R-3 AND R-3.5 DISTRICTS

(permitted non-residential uses may exceed limits)

PRIVATE OWNERSHIP: HEIGHT GOVERNED BY FLOOR AREA RATIO

PUBLIC OWNERSHIP: NO CONTROLS EXCEPT ON CITY PROJECTS

(40 ft. maximum for dwellings on some lots in C-1 and C-2 districts)

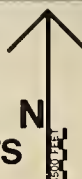
EXISTING HEIGHT CONTROLS





- INCREASED HEIGHT
- DECREASED HEIGHT
- APPLICATION OF SPECIFIC HEIGHT POLICY

RELATION OF PROPOSED BUILDING HEIGHT GUIDELINES TO EXISTING HEIGHT LIMITS



-  MORE HEIGHT MIGHT BE ALLOWED
AT AN APPROPRIATE FUTURE TIME

V. PROPOSED URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

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B. URBAN DESIGN PRINCIPLES RELATED TO BULK OF BUILDINGS	V/3
C. SCALES OF DEVELOPMENT	V/4
D. METHOD USED FOR MEASURING BULK	V/6
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H. POSSIBLE IMPLEMENTATION PROCEDURES	V/11

V. PROPOSED URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

A. INTRODUCTION

If people were asked to list their impressions of the physical attributes of the city, they might relate that it had "charm" or "character", a quality of stateliness in some areas, but in all areas a sense of comfort and "place". The elusive characteristic common to all these descriptions is the visual term, "scale".

"Scale" is an essential part of the city's visual image. For San Francisco, it means a small, fine-grained pattern of buildings which cover but do not overwhelm the topography. Scale, too, is defined by the width and pattern of streets and by buildings as they relate to these streets. Historically, the scale of building in San Francisco has consisted of small-sized buildings, ranging from comfortable bungalows and stately townhouses to groups of slender high-rise towers. Even at present this scale remains throughout most of the city.

The benefits from this scale and the type of living environment it produces are diverse and invaluable. One important benefit is the availability of views throughout San Francisco: people can see around and over buildings because small-scaled structures filter rather than block views. Another equally important benefit is an awareness of the city's hills. People can see a hill's form even when that hill is covered by buildings because small-scaled structures complement the topography rather than detract from it.

In some cases the harm created by large-scale development is extensive and permanent. It could be avoided. Often it is caused by buildings which are simply too massive for their surroundings. Their height is not always an issue. Often overly massive buildings are low and yet block views or obscure the landscape; so, too, their frequency is not always an issue. Massive buildings can be solitary and yet notorious. However, when they are higher than their surroundings and when they are numerous, they can create widespread problems.

Fortunately, massive buildings in San Francisco are not very frequent. The effects they create, however, are well known. For instance, the Fontana Towers block views from Russian Hill, and they fail to blend with their nearby surroundings of Ghirardelli Square, Aquatic Park, and Fort Mason. Another well-known example is the Federal Office Building. It, too, has a slab-like form that dominates its

surroundings, and creates an extensive shadow over nearby areas. It, too, is of inappropriate scale because its block-long mass extends so noticeably above its smaller neighbors.

Why are these problems occurring? Formerly, buildings throughout the city remained small because of the hazards of earthquakes and because of relatively compact property sizes. But now, better construction materials and engineering techniques have lessened earthquake hazards. The nature of the financial resources for new construction has changed, too, making large-scale projects much more feasible. Massive large-scale projects are also attractive for their greater profit yield. Because of these changes, more massive buildings can be built, and are being built.

At present, public policy tolerates massive buildings which are insensitively designed and poorly located. Without a clear statement of the problems associated with massive buildings, this policy will continue. For instance, zoning provisions will continue to relate the size of a building directly to the size of its parcel of land. Such a procedure will continue to make the assembly of larger sites for larger buildings a lucrative prospect. Even now, it is evident from recent building that the zoning system for the downtown does not contain adequate provisions to discourage the development of excessively massive buildings.

With a clear policy statement, however, the present scales of development can be protected and future buildings can be designed to reflect their surroundings, not detract from them.

The building bulk guidelines which follow present this needed statement of policy. They are based on the premise that the city's existing scale of development is a unique and valuable visual resource that should be protected and conserved.

The process used to arrive at these guidelines is fairly straightforward. Urban design principles are used to identify those situations where massive buildings would be inappropriate and create adverse effects on their surroundings. Next, existing scales of development are described throughout the city. These scales of development are subsequently used as the basis for building bulk measurements, forming a series of dimensional criteria. In turn these criteria are combined with guidelines, indicating the points at which a proposed building would tend to exceed the scale of its surroundings and become overly massive.

VIEW OBSTRUCTION

Note: Special height limits
now exist in these areas.



ADVERSE SHADOW CONDITIONS



INAPPROPRIATE SCALE

EFFECTS OF MASSIVE BUILDINGS

B. URBAN DESIGN PRINCIPLES RELATED TO BULK OF BUILDINGS

The bulk principles outlined here pertain primarily to the skyline or silhouette view of the city, rather than to a block-by-block view of structures within a neighborhood. The reason for this emphasis is that a bulky building is most objectionable when clearly visible and this happens most often when such a building exceeds the height of surrounding development.

From a design standpoint, the bulk of a building is related to the amount of its surface area: the more surface area seen at any one time, the more "bulky" a building will appear to be. Further, the more a structure extends above its surroundings, the more likely it will be perceived as being "massive". Both elements, surface area and height, are necessary to creating an impression of bulk. Both, however, are relative measures and depend on the height and mass of surrounding development. As a result, the following bulk principles identify the effects created by buildings which are larger and higher than their surroundings.

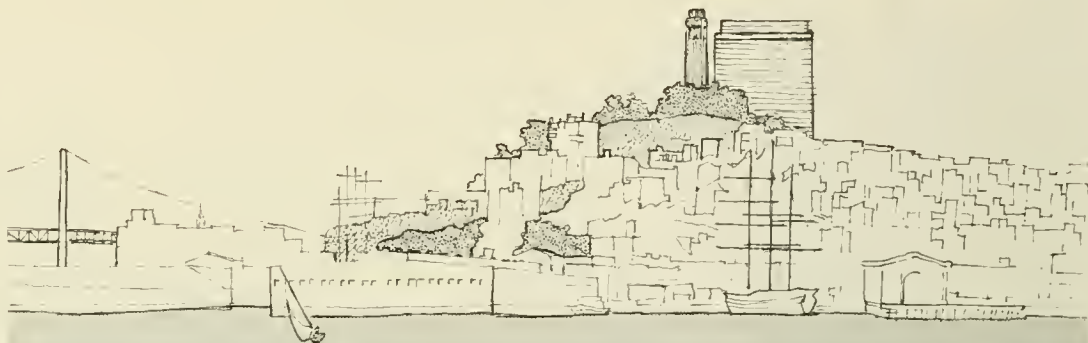
The bulk principles outlined here are not intended to be the subject of a separate study of the city, rather than to a block-by-block view of the city, within a neighborhood. The reason for this is that a study of the city as a whole is not objectionable when it is visible and this is the most often when such a building enters the sight of the surrounding development.

For a design standpoint, the bulk of a building is related to the amount of the building mass. The more mass a building has, the more it will appear to be a building. If, however, the mass is spread out, the more likely it will be perceived as being "lighter". Both the mass and the height and height are necessary to create an impression of bulk. Both, however, are related to the mass and height of the building and mass of surrounding development. As a result, the following bulk principles should be observed in the design of buildings which are larger and higher than the surrounding development.

URBAN DESIGN PRINCIPLES FOR THE BULK OF BUILDINGS

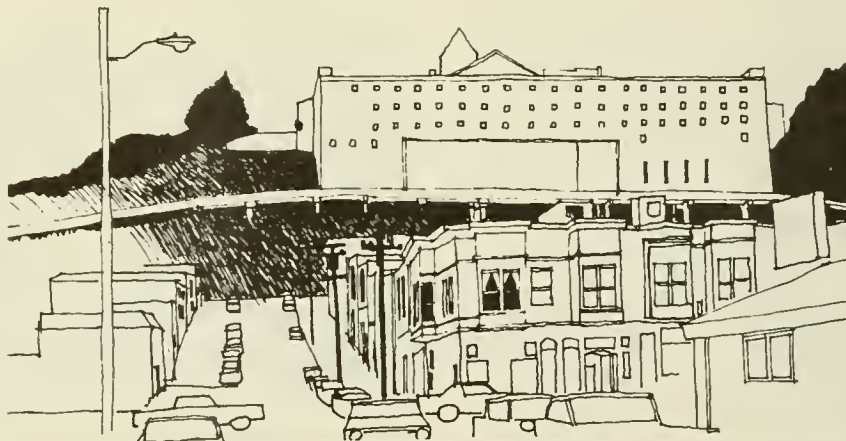
1 AT A CITYWIDE SCALE, A BULKY BUILDING IS USUALLY MOST OBJECTIONABLE WHEN SEEN FROM A DISTANCE, PARTICULARLY WHEN SEEN AS A DOMINANT SILHOUETTE AGAINST A BACKGROUND OR FOREGROUND OF MUCH SMALLER STRUCTURES.

COMMENT: In some views of Telegraph Hill the Embarcadero Center building becomes a background and obliterates the hill's world-famous silhouette.



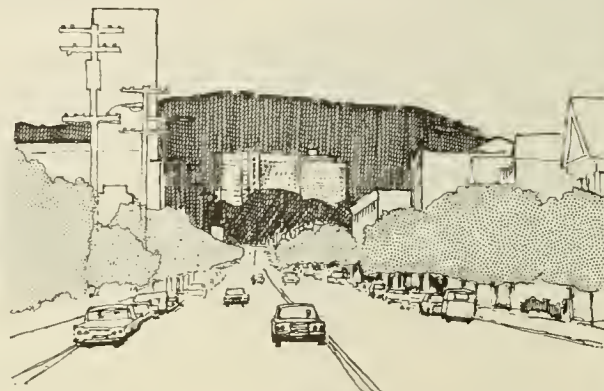
2 ABRUPT AND EXTREME CHANGES IN BUILDING HEIGHT AND MASS CREATE AWKWARD, UNPLEASANT VISUAL COMPOSITIONS REGARDLESS OF THEIR LOCATION WITHIN A VIEW.

COMMENT: The exposed location, extensive, uninterrupted massing of the San Francisco College for Women dormitory underscores its discordant form relationship to other college buildings, the hill and immediate vicinity.



3 A BULKY BUILDING IS INAPPROPRIATE ON STEEP HILLSIDES WHERE IT OBLISCURES THE NATURAL TOPOGRAPHY, OR WHERE IT IS HIGHLY VISIBLE AND THEREFORE DETRACTS FROM AN AWARENESS OF THE NATURAL TOPOGRAPHY.

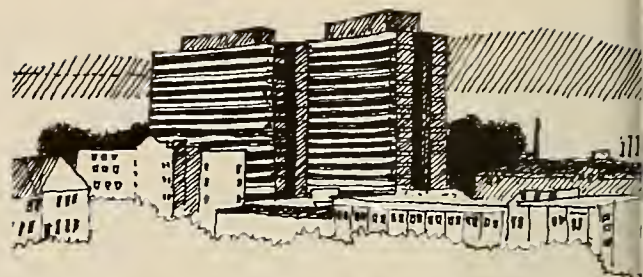
COMMENT: The buildings of the University of California Medical Center hide the forested slopes of Mount Sutro and detract from an awareness of the hill's significance as one of San Francisco's major hill forms.



4

A BULKY BUILDING BECOMES PARTICULARLY DISTURBING WHEN IT ACTS AS A WALL, PREVENTING OR BLOCKING IMPORTANT VIEWS OF THE BAY, THE OCEAN, OR OTHER SIGNIFICANT CITYWIDE FOCAL POINTS.

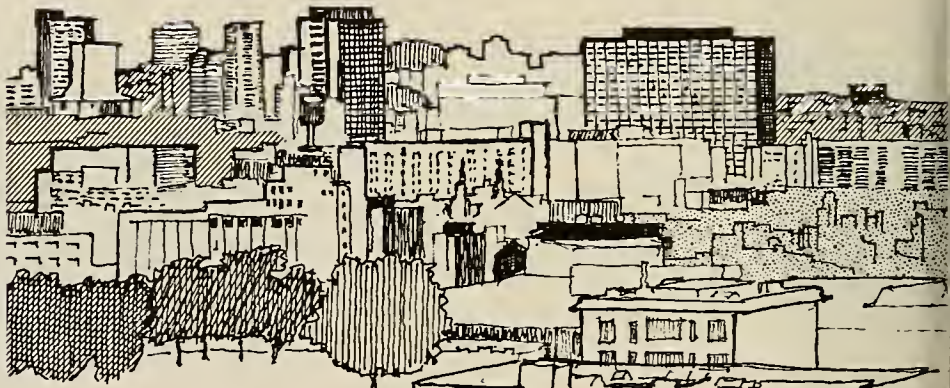
COMMENT: The Fontana Towers, near the waterfront, are examples of buildings that block many public and private views of the Bay and Marin County.



5

A BULKY BUILDING IS INAPPROPRIATE IN RELATION TO THE SCALE OF ADJACENT AREAS WHEN IT SIGNIFICANTLY EXCEEDS THE HEIGHT OF EXISTING BUILDINGS.

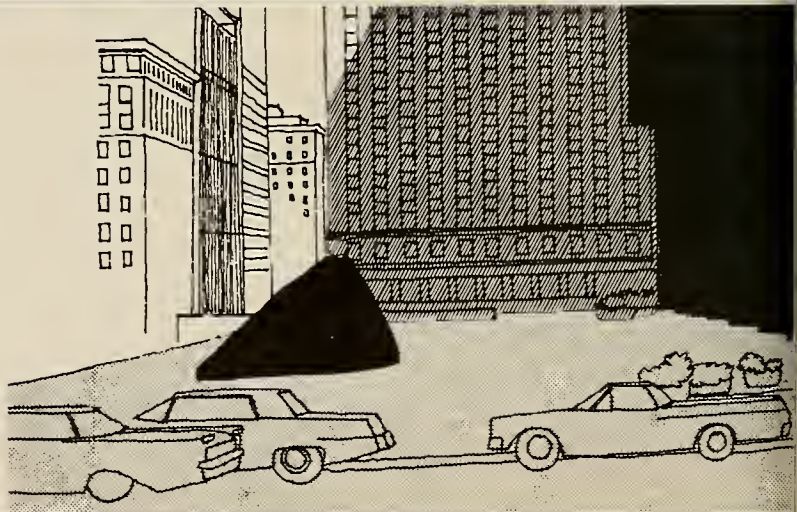
COMMENT: While the Federal Office Building is similar in size to many large buildings nearby, it exceeds the prevailing building heights and becomes a discordant element in the skyline.



6

AT A SIDEWALK OR MICRO-SCALE A BULKY BUILDING IS OBJECTIONABLE WHEN IT PRODUCES EXTENSIVE SHADOWS ON ADJACENT PUBLIC SPACES.

COMMENT: This happens most often when a bulky building is located at the south side of a plaza or park. The plaza at the Bank of America Building is in almost perpetual shadow while St. Mary's Square is most severely affected by the Telephone Building in the winter season.



C. SCALES OF DEVELOPMENT

In San Francisco, scale depends most immediately upon the prevailing dimensions of buildings: their lengths, their heights, and their widths.

Basically, three scales exist: Small, Medium, and Large:

Small Scale areas have a predominant pattern of low and low-to-medium density residential and neighborhood commercial structures. With the exception of Saint Francis Woods, Westwood Park and Ingleside Terrace, building sizes generally range from 25 feet to 50 feet wide by 50 feet to 80 feet long. The prevailing height of these types of structures is 30 to 40 feet.

Medium Scale areas contain mostly medium to high density residential and community commercial structures as well as some institutional buildings such as hospitals and schools. With the exception of somewhat larger institutional structures, building sizes range from 50 feet to 80 feet in width and are about 100 feet in length. Building heights range from 60 feet to 100 feet except for individual high-rise residential towers which generally exceed 100 feet.

Large Scale areas contain both high-rise buildings in the downtown area and industrial buildings in the flatlands south of Market Street. In the downtown areas, buildings usually range from 30 feet to 130 feet wide by 137 feet long. This is not the case for industrial buildings which start at 100 feet wide by 200 feet long and increase in size from this point. The heights of buildings in these two areas vary. Industrial buildings rarely exceed 60 feet while those in the downtown area average about 200 feet in height.

Of the three visual scales of building development in San Francisco, each is related to existing sets or groups of plan (i.e., length and width) and height dimensions. Each set of measurements gives an adequate index of bulk for different types of buildings in the city. When used carefully, they indicate the points at which a building

In San Francisco, social buildings most immediately upon the prevailing dimensions of buildings: their height, their width, and their depth.

Building, their social value: Small, medium, and large.

Small Social Buildings have a predominant character of low and low-medium density, with a high and high-medium commercial character. With the exception of San Francisco, Westwood Park and Lafayette, Terrace, building sizes generally range from 10 feet to 50 feet wide by 50 feet to 80 feet deep. The prevailing height of these types of structures is 30 to 40 feet.

Medium Social Buildings contain mostly medium to high density residential and community commercial structures as well as some industrial buildings and a few hotels and hospitals. With the exception of somewhat higher industrial structures, building sizes range from 50 feet to 80 feet in width and 100 feet to 150 feet in depth. Building heights range from 60 feet to 100 feet and for industrial high-rise residential towers which occasionally exceed 100 feet.

Large Social Buildings contain both high-rise buildings in the downtown area and industrial buildings in the industrial areas of the city. In the downtown area, buildings usually range from 80 feet to 100 feet wide by 100 feet to 150 feet deep. In the industrial areas, buildings range from 100 feet wide by 100 feet deep and 100 feet to 150 feet in height. The height of buildings in these two areas vary. Industrial buildings usually exceed 80 feet in height in the downtown area and 100 feet in height in the industrial area.

Of the three visual scales of building development in San Francisco, each is related to existing lots or groups of lots (width and depth) and height (height). The scale of measurement is the square foot of built area per lot or group of lots. The scale is used to determine the type of building in the city. When used carefully, they indicate the points at which a building

begins to vary from its surroundings and starts to become massive.

In this regard, any building in Small Scale surroundings would tend to be bulky (or massive) if its height exceeded 40 feet and if a plan dimension exceeded 85 feet. Any building in Medium Scale areas would tend to be bulky if it exceeded 40 feet in height (up to 80 feet in some cases) and 110 feet in plan dimensions. Lastly, any buildings in Large Scale areas would tend to be bulky if they exceeded 40 feet in height (up to 200 feet in some cases) and 110 feet in plan dimensions.

hopeful to vary from the surroundings and have to be
alive.

In this regard, any building in Seattle is required to have a fire escape or stairs which would tend to be bulky (or massive) if it were to exceed 70 feet and if a fire escape was provided. It is believed in Seattle that areas would tend to be bulky if it exceeded 90 feet in height (as to 80 feet in some cases) and 110 feet in plan dimensions. Finally, any buildings in large scale areas would tend to be bulky if they exceeded 60 feet in height up to 200 feet in some cases) and 110 feet in plan dimensions.



SMALL SCALE		LOW RISE (to 40 ft.)
SMALL-MEDIUM SCALE		LOW RISE (to 40 ft.)
MEDIUM SCALE		MEDIUM RISE (60-100 ft.)
		HIGH RISE (above 100 ft.)
LARGE SCALE		LOW RISE (to 40 ft.)
		MEDIUM RISE (80-100 ft.)
		HIGH RISE (above 160 ft.)

GENERALIZED EXISTING BUILDING SCALE



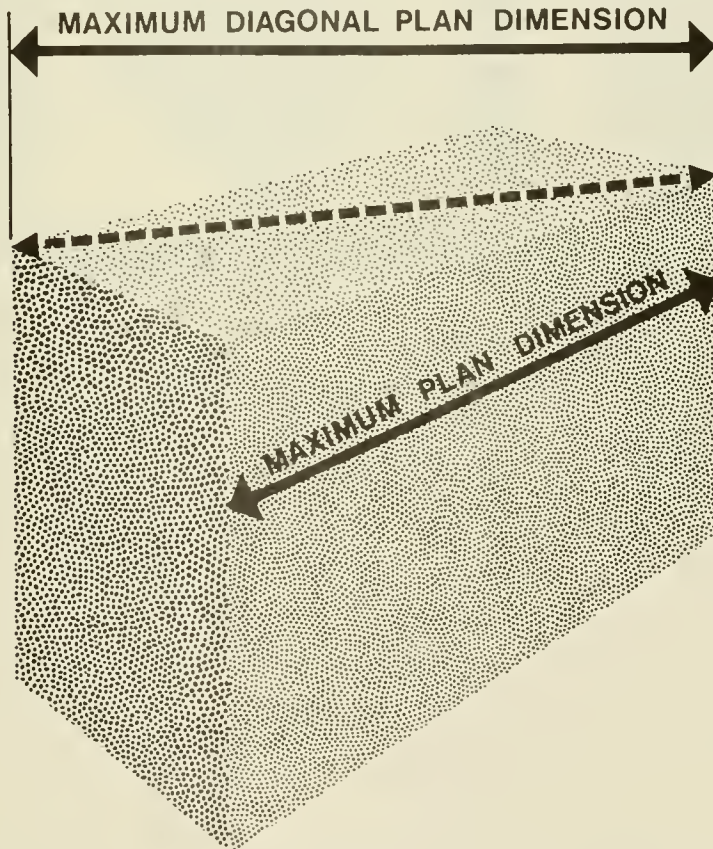
D. METHOD USED FOR MEASURING BULK

The following measurements are used to determine whether a building would be excessively massive in relation to its surroundings:

Height: The height of existing, surrounding development. This would be the prevailing heights, not the exceptional ones.

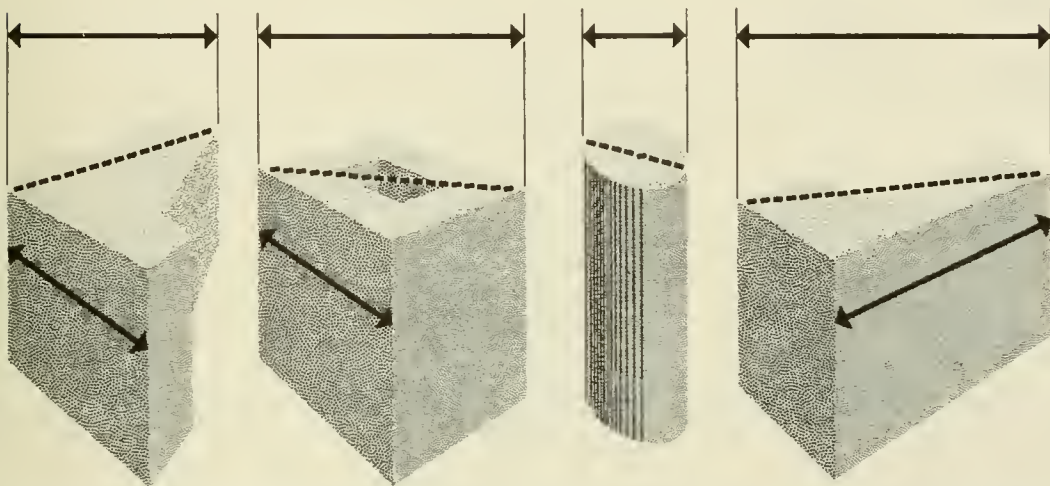
Maximum Plan Dimension: The longest possible dimension along a building's side. This is taken from a building's plan at the height of surrounding development.

Maximum Diagonal Plan Dimension: This, too, is taken from the building's plan and is measured at the height of surrounding development. It represents the longest possible dimension between the most separated points of a building.



METHOD OF MEASURING BUILDING BULK

These three dimensions can apply to many different forms and shapes of buildings. As a result, they are flexible and can apply to both present and future designs of buildings.



BULK MEASUREMENTS APPLIED TO BUILDING FORMS

BACKGROUND DATA: SURVEY OF BUILDING SIZES FOR BULK EVALUATIONS

	NAME/ADDRESS	PLAN DIMENSIONS	MAXIMUM DIAG. PLAN DIMENSION	HEIGHT/STORIES	
R-1 DISTRICT					
	GENEVA TOWERS (P.U.D.), Sunnydale & Schwerin	268x75	278	185	18
	*S. F. CITY COLLEGE, Phelan & Ocean	360x110	380	60	4
	*ST. IGNATIUS HIGH SCHOOL, Rivera & 37th	185x170 145x40	250 150	40 40	3 4
R-2 DISTRICT					
	S. F. COLLEGE FOR WOMEN DORMITORY, Anza & Parker	306x38	310	75	(5-6)
R-3 DISTRICT					
	RUSSIAN HILL.....APARTMENTS, 1101 Green	50x85	99	232	20
	RICHMOND.....APARTMENTS, Lake & 25th Avenue	90x32	97	76	6
R-4 DISTRICT					
	ST. JOSEPH'S HOSPITAL, Buena Vista Avenue E.	340x50	340	76	6
	PARNASSUS HEIGHTS MEDICAL CENTER, 1st Ave. & Parnassus	105x70	123	136	9
	FIREMAN'S FUND, California & Presidio	260x145	294	70	5
	BUENA VISTA.....APARTMENTS, 555 Buena Vista Ave.W. (near Upper Terrace)	100x60	115	90	6
	INGLESIDE.....PARK MERCED TOWERS	200x140	215	120	13
	RUSSIAN HILL.....APARTMENTS, Lombard & Greenwich	136x60	148	125	13
	FONTANA, Van Ness & North Point	165x45 165x45	160 160	196 196	18 18
	ROYAL TOWERS, Green Street	73x110	145	308	24
	APARTMENTS, 941 Green	75x25/ 85x35	106	185	14
	TELEGRAPH HILL.....APARTMENTS, 270 Lombard	65x55	82	70	6
	WESTERN ADDITION.....APARTMENTS, Gough & Geary	246x78	260	133	13
	THE SEQUOIAS, Laguna & Geary	170x70	180	288	25
	APARTMENTS, 1264 Gough (near Geary)	7 sides (28-50)	97	248	24
	APARTMENTS, 1100 Gough (near Ellis)	92 (round)	92	170	17
R-5, R-5-C DISTRICTS					
	ST. FRANCIS HOSPITAL ANNEX, Pine & Hyde	198x80	232	134	11
	FAIRMONT TOWER, Powell & Sacramento	125x65	140	305	30
	ALCOA (R-5-C), Battery & Washington	240x125	270	398	27
	MARINA.....APARTMENTS, 1835 Franklin (near Sacramento)	110x63	120	160	16
	APARTMENTS, 1745 Franklin	88x35	94	65	4
	APARTMENTS, 1755 Franklin	88x48	100	75	5
	PACIFIC HEIGHTS.....APARTMENTS, 1850 Gough (near California)	104x70	120	76	7
	GOLDEN GATEWAY.....RICHARD HENRY DANA (R-5-C)	275x60	280	221	22
	BUCKELEW (R-5-C)	85x85	120	252	25
	MACONDRAY (R-5-C)	85x85	120	252	25
	NOB HILL.....THE COMSTOCK, 1301 Jones	75x218	230	172	16
	APARTMENTS, 1360 Jones	68x58	88	120	10
	APARTMENTS, 1310 Jones	120x60	135	135	12
	APARTMENTS, 1250 Jones	82x58	110	231	20
	APARTMENTS, 1011 Jones	85x125	147	272	26
	CATHEDRAL APARTMENTS, 1201 California	100x88	130	178	16
	NOB HILL APARTMENTS, 1170 Sacramento	165x78	190	208	21
	RUSSIAN HILL.....EICHLER SUMMIT, 999 Green	105x90	137	297	28
	APARTMENTS, 1000 Green	68x118	135	166	13
	APARTMENTS, 1070 Green	58x93	108	222	19
	APARTMENTS, 1090 Chestnut	80x56	98	157	13
	APARTMENTS, 1080 Chestnut	135x80	140	198	18
	APARTMENTS, 1000 Chestnut	108x80	125	135	14
	APARTMENTS, 2111 Hyde	126x135	185	90	6
	APARTMENTS, 2169 Hyde	85x40	90	125	10

	NAME/ADDRESS	PLAN DIMENSIONS	MAXIMUM DIAG. PLAN DIMENSION	HEIGHT/STORIES	
C-2 DISTRICT					
	JACK TAR HOTEL, Geary & Van Ness	242x56 138x60 380x55	250 150 380	154 104 104	12 8 8
C-3-O DISTRICT					
	AETNA, Market & Montgomery	128x97	150	529	38
	BANK OF AMERICA, California & Kearny	235x140	250	778	52
	BANK OF CALIFORNIA, Sansome & California	104x80	133	264	18
				total 314	21
	BECHTEL, Mission & Main	129x234	255	327	24
	CROWN-ZELLERBACH, Market & Bush	200x70	210	288	19
	EMBARCADERO CENTER, Battery & Sacramento	260x110	282	569	45
	*FEDERAL OFFICE BUILDING, Golden Gate & Larkin/Polk	155x412	440	290	20
	FIRST SAVINGS BUILDING, California & Sansome	86x86	122	352	27
	HARTFORD, Kearny & California	130x126	181	465	33
	INSURANCE SECURITIES BUILDING, California & Davis	126x234	264	190	14
	INTERNATIONAL, Kearny & California	105x90	140	325	22
	MUTUAL BENEFIT LIFE, California & Market	130x130	182	438	32
	PACIFIC TELEPHONE, New Montgomery & Minna	140x150	204	382	27
	P. G. & E., Mission & Beale/Main	180x145	230	492	34
	SHERATON PALACE HOTEL, New Montgomery & Market	332x256	412	110	8
	WELLS FARGO, Market & Montgomery	175x82 162x85	240	561	43
	WELLS FARGO, Sansome & Commercial	95x191	214	263	20
C-3-G DISTRICT					
	BANK OF AMERICA, Market & Van Ness	145x256x 306x300	400	120	8
	FOX PLAZA, Market & Polk	212x83	230	326	29
	HILTON HOTEL, Taylor & Ellis/O'Farrell & Mason	135x85 270x226	160 340	494 209	43 17
	*S. F. CITY HALL, Van Ness & Grove			(building) 70 (top of dome) 219 (pinnacle) 350	
	U. S. GOVERNMENT OFFICES, McAllister & Leavenworth	(base) 132x136 (tower) 76x76	190 110	164 308	13 27
M-2 DISTRICT					
	GRAIN BINS	340x60 206x60	345 212	98	
	*HALL OF JUSTICE, 7th & Bryant	500x100/ 200	535	112 98 84	7 6 5

*"Public" use district - adjacent use district bulk guidelines would apply.

E. PROPOSED URBAN DESIGN GUIDELINES FOR THE BULK OF BUILDINGS

The intent of these proposed guidelines is to accommodate the construction and design of new buildings within a framework that still preserves the existing form and scale qualities that are so valuable to San Francisco. They would apply only when the height of a proposed structure exceeded the prevailing height of surrounding buildings. At that point they would apply to only those portions of a structure in excess of this prevailing height.

The guidelines would be quite flexible, responding to the existing scale in each area of the city by using different combinations of height levels, plan dimensions, and diagonal plan dimensions. The following table illustrates this relationship and sets forth appropriate dimensional criteria:

Scale	Type of Land Use	Guidelines	Guidelines	
		Apply Above Height of:	Max. Plan Dimension	Max. Diag. Dimension
SMALL	One & Two Family Residence, Neighborhood Commerce.....	30'	85'	100'
	Low-Rise Residence.....	40'	110'	125'
MEDIUM	Medium-Rise Residence, Community Commerce.....	80'	110'	125'
	High-Rise Residence.....	40'	110'	140'
LARGE	Industry and Warehouse.....	60'	250'	300'
	Downtown: Office, Retail,	O: 200'	O: 170'	O: 200'
	General,	R: 140'	R: 170'	R: 200'
	Support	G: 140'	G: 170'	G: 200'
		S: 140'	S: 250'	S: 300'

The guidelines say nothing about a building's possible form below these scale-related roof-top levels. Below these levels, the effect of a building's mass is generally confined to its nearby surroundings; above them, however, the effects are far more extensive: a building's mass can be seen from further away, it creates shadow patterns that cover proportionately more land than adjacent buildings, and so on. At this point, then, a building's mass becomes a matter of citywide visual concern.

The proposed guidelines tend to encourage tower-like projections rather than massive, slab-like ones. The reason for this emphasis is that towers are one of the few building forms which can complement so much of San Francisco's relatively small-scaled and distinctive visual environment.

This emphasis would not necessarily cover every case. For instance, there may be a project calling for two towers on a large site. If these two towers are too close, they would appear as a single slab, and their design would violate the intent of the bulk guidelines. In such a case, the two towers should be evaluated as if they were one unit.

In a few situations other building forms might accomplish the same objective -- which is to complement the city's prevailing scales of development. These exceptions could be evaluated as to whether they fulfill the intent of the bulk guidelines and urban design principles. Any evaluation would take into account the following bulk guidelines:

SITE: The site design of a building should not adversely affect adjacent areas by blocking light or views, or by creating excessive shadows.

COLOR: The color of a building's exterior materials should be used to reduce its appearance of bulk.

FACADES: The facades of a building should be related to the scale of existing, surrounding buildings and should be designed in a way to minimize the appearance of bulkiness.

OVERALL FORM: A building's overall form should reflect and relate harmoniously to the scale and proportions of surrounding existing buildings.

TRANSITION EFFECT: If located between districts that have dissimilar scales of development, a building should reflect these scales in its design.

SKYLINE: A building should not detract from or dominate its surrounding skyline but enhance it.

As a part of effective legal defense, the defense attorney should consider the following factors:

COLOR: The color of a building's exterior materials should be based on its appearance in bulk.

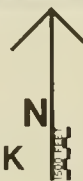
PACIFIC OCEAN

San Francisco Bay



SCALE		TYPE OF LAND USE
SMALL:		ONE & TWO FAMILY RESIDENCE, NEIGHBORHOOD COMMERCE, & OPEN SPACE
MEDIUM:		LOW RISE RESIDENCE: TO 4 STORIES
		MEDIUM RISE RESIDENCE: 4 TO 12 STORIES, COMMUNITY COMMERCE
LARGE:		HIGH-RISE RESIDENCE: OVER 12 STORIES
		INDUSTRY & WAREHOUSE
		DOWNTOWN: OFFICE, RETAIL, GENERAL, SUPPORT

PROPOSED URBAN DESIGN
GUIDELINES FOR BUILDING BULK



F. EXISTING BUILDING BULK CONTROLS

The City currently has bulk limitations in the form of setbacks, height limits, and floor area ratios.* These are defined in the City Planning Code and are applied by zoning district and affect specific types of buildings. In many cases these provisions are sufficient to limit the potential amount of bulk in a structure.

Two areas of the city, however, have insufficient bulk limitations. The first area encompasses all the Federal, State and City-owned land. It is zoned "P" and under this zoning designation there are no stated bulk controls or guidelines which can be used to guide development. The second area involves all parts of the city which have bulk limitations in the form of the floor area ratios. Under this type of bulk control, a structure's size reflects its lot size. This method of limiting the bulk of buildings is not entirely satisfactory because in an extreme case, it allows a building to assume vast dimensions if the parcel of land is extensive. Further, the floor area ratio does not relate a building's size to those about it and, therefore, misses a basic visual necessity for maintaining San Francisco's present scales of development.

G. PRIORITY AREAS FOR BUILDING BULK LIMITATIONS

It is recommended that priority be given to areas of the city where no bulk limitations exist and where bulk is limited only by floor area ratio provisions of the City Planning Code. Within this general category of concern, however, special consideration should be given to hill and shoreline districts which are particularly vulnerable to overly massive development. These areas should have first priority for receiving some protection in the form of scale-related bulk constraints.

*The FLOOR AREA RATIO is a limit on the maximum allowable amount of floor area in a building. It is related to the size of the land on which the building is placed. For example, at a 10:1 floor area ratio, a building on 10,000 square feet of land would be limited to $10 \times 10,000 = 100,000$ square feet of floor area.

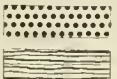
The City currently has bulk limitations in the form of setbacks, height limits, and floor area ratios. These are defined in the City Planning Code and are applied to some districts and affect specific types of buildings. In many cases these provisions are difficult to interpret in a structural manner of bulk in a structural manner.

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G. PRIORITY AREAS FOR BUILDING BULK LIMITATIONS

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PUBLIC USE DISTRICT - NO CONTROLS EXCEPT ON CITY PROJECTS

AREAS WITH LEAST RESTRICTIVE BULK CONTROLS



H. POSSIBLE IMPLEMENTATION PROCEDURES

Any implementation of the bulk guidelines proposed in this report should occur in stages. The first step requires action by the City Planning Commission to adopt these recommended bulk guidelines and their inherent design principles as part of the City's Master Plan. Once adopted, these statements would provide the basis for reviewing proposed buildings and determining whether or not they are overly massive or bulky.

Once adopted as Master Plan policy, these provisions could then be formalized in the City Planning Code. There are two alternatives in this regard:

Alternative 1. A revision of the present "Planned Unit Development" regulations could be written to include bulk guidelines as part of the design criteria used in review procedures.

Review by the Planning Commission could then be made mandatory for all proposals exceeding a specific site size. For instance, the regulations could be amended to require the review of any proposed project exceeding two acres (approximately three-quarters of a block in the financial district). This process of mandatory review could be used regardless of existing zoning regulations or the structure's type of land use. The advantage of such a form of amendment to the Code is that it would provide a citywide review process for all large and potentially inappropriate buildings. Its disadvantage is in its lack of precision: the amendment could not apply to relatively large buildings whose size was below mandatory review limits.

Alternative 2. The City Planning Code's present bulk limitations could be amended to reflect the sets of dimensions presented as bulk guidelines. Each land-use district (land zoned R-1, R-2, etc.) would then have an appropriate set of bulk dimensions. For example, an R-1 district would have bulk guidelines apply above 40 feet; an R-4 district would have guidelines apply above 80 feet. There are a number of advantages in this form of implementation. First, the guidelines would be more responsive to each scale of development than through the use of a specific site size, as proposed in Alternative No. 1. Second, they could be implemented in many fashions: for instance, these criteria could be adopted incrementally: bulk criteria might be adopted first in residentially zoned districts, followed later by commercial and other zones. Or, all land-use districts could receive bulk criteria simultaneously, with appropriate sets of bulk dimensions adopted for each district.

any implementation of the plan. The first step in this report would occur in the City Planning Commission. The City Planning Commission would then be responsible for the implementation of the plan. The City Planning Commission would then be responsible for the implementation of the plan. The City Planning Commission would then be responsible for the implementation of the plan.

Once adopted as a master plan, the City Planning Commission would then be responsible for the implementation of the plan. The City Planning Commission would then be responsible for the implementation of the plan. The City Planning Commission would then be responsible for the implementation of the plan.

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Regardless of the method of implementation, there should be ways to make exceptions to the dimensional limitations expressed in the bulk guidelines. One way would be the procedure of conditional use review. Under this form of review, a project may be submitted to the Planning Commission for approval. It would then be discussed in terms of its conformance to the intent of applicable bulk guidelines, regardless of the failure of the project to meet specific dimensional requirements. At that time the proposal might be approved with conditions. This approval could be made contingent upon design stipulations which would reduce the appearance of bulk in a proposed building. Among possible measures of this kind are the following:

- a. making a building's color similar to that found in adjacent buildings;
- b. making its height similar to that of adjacent buildings;
- c. reducing its form into smaller visual elements, ones that reflect the scale of surrounding development; and
- d. creating a silhouette harmonious with the natural land forms and development patterns.

Any review of proposed buildings should be made with one fundamental design goal in mind: Does this project maintain a desirable scale relationship with its surrounding neighbors? This is the main purpose for adopting bulk guidelines, ones which would remain flexible, yet still require new buildings to contribute to their environment rather than detract from it.

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